HUNGER AMONG MIGRANT AND SEASONAL FARMWORKERS

HEARING

BEFORE THE

SELECT COMMITTEE ON HUNGER
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

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HUNGER AMONG MIGRANT AND SEASONAL FARMWORKERS

THURSDAY, JULY 31, 1986

House of Representatives,
Select Committee on Hunger,
Washington, DC.

The select committee met, pursuant to call, at 9:30 a.m., in room 1310, Longworth House Office Building, Hon. Mickey Leland (chairman of the select committee) presiding.

Members present: Representatives Gilman and Smith.

Also present: Representatives Berman and Carper.

OPENING STATEMENT OF HON. MICKEY LELAND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Chairman **Leland**. Good morning. Today's hearing is a continuation of the select committee's investigation of hunger among vulnerable U.S. population groups. This morning we will examine hunger and related living conditions among migrant and seasonal farmworkers. Little attention has been focused on the special needs of these individuals and families who harvest the crops we grow to feed the world.

2.7 million migrant and seasonal farmworkers and their dependents provide the labor that is vital to our Nation's agricultural productivity. It is ironic and shameful that the health of our economy and food supply depend on the hard work of people who have a higher incidence of malnutrition than any other U.S. subpopulation. It is time for us to take action to improve the substandard living and working conditions causing malnutrition in this very vulnerable group.

This season we are faced with a Federal crisis in agriculture, for both farmworkers and farmers. A severe drought has afflicted crops from northern Florida up to Virginia, Maryland, and Delaware. As a result of the severe financial losses, Federal disaster assistance has been sought for farmers in Alabama, North Carolina, South Carolina, Georgia, Delaware, Virginia, and Maryland. Thousands of migrants in camps are without work or waiting for work in crowded, often unsanitary, migrant camps because of the Federal crisis in agriculture.

Even in seasons of abundant harvests, the low wages paid to farmworkers combine with seasonal periods of unemployment to produce annual earnings of only $5,921—far below the poverty level.

Migrants have historically suffered from poverty, difficult working and living conditions and a lack of continuous and adequate health, social services, and education. The 1978 President's Commission on Mental Health, Task Panel on Migrant and Seasonal Farmworkers, described it best, and I quote:

> American farmworkers and their families still live and work under conditions which are cruel and harsh by any standard: They are ill-housed, ill-clothed, undernourished, face enormous health hazards, are underpaid, underemployed, undereducated, socially isolated, politically powerless, excluded from much of the work-protective legislation that other American workers take for granted, and unable to compete in the labor market for the higher wages that would permit them to resolve their own problems or ameliorate the bleak reality of their existence. . . .

It is important to note that accurate, up-to-date statistics concerning the migrant and seasonal farmworker labor force are very limited. In "The Slaves We Rent," Truman Moore notes that the United States does a better job of monitoring migratory birds than the millions of farmworkers who harvest and process our crops.

While we do not have the comprehensive demographic data needed for program planning, the committee has obtained startling new hunger-related health statistics from Georgetown University Child Development Center. These findings are based on data from a 1986 survey of health professionals at 65 migrant health centers across the Nation, to be published by the National Migrant Referral Project in collaboration with Georgetown University Child Development Center.

The survey reveals that over one in seven health professionals working in migrant health centers reported migrant and seasonal farmworkers lack money to buy food. Iron-deficiency anemia, gastrointestinal disorders, and infections were reported as major problems for children of migrant and seasonal farmworkers by over 40 percent of the health professionals. Forty-three percent reported poor housing and/or cooking facilities among their clients. Underutilization of the Food Stamp Program was also frequently reported. These new survey data confirms the accounts of those working with migrant and seasonal farmworkers across the Nation.

Our witnesses will address barriers that limit the accessibility of adequate food and nutrition to migrant and seasonal farmworkers, and they have strong recommendations for eliminating them. In the coming months, the select committee will work with the standing committees of Congress with jurisdiction over the programs to be discussed here today. I am very hopeful that we will be able to implement their recommendations.

I want to welcome each of our distinguished witnesses here today, and I look forward to their testimonies.

The first panel that I will ask to come forward will be made up of the Cain family, who are migrant farmworkers from Delaware. They will be accompanied by Gina Miserendino, community services director from Delmarva Rural Ministries of Delaware, Maryland, and Virginia.

However, I understand there is a time constraint imposed on Secretary Eva Teig from the Virginia Department of Human Resources. I will ask if Ms. Teig will come forward, because she has to catch a plane in just a little while I understand, and we would welcome her testimony.

Let me apologize to those who I have introduced already as the first panel.

Ms. Teig, please proceed as you see fit.

STATEMENT OF EVA S. TEIG, SECRETARY OF HUMAN RESOURCES, COMMONWEALTH OF VIRGINIA

Ms. **Teig**. Thank you very much, Mr. Chairman, for the opportunity to be here today and to discuss with you an issue that I believe we must all work on together. I will not take the time to read my statement in full, but will emphasize certain points that I feel we, as the State of Virginia, and others who are here representing the nonprofit private sector very committed to helping migrant workers, might need help with.

In 1984–85, we spent quite a bit of time on the Eastern Shore of Virginia looking at conditions affecting migrant farmworkers. It became very obvious during our visits that the main and most critical problem facing migrant farmworkers is the problem of safe and sanitary housing. From that problem emanate many others, including health problems, nutrition and hunger problems, and the need for critical services, daycare and the educational support systems.

The average life expectancy of migrant workers is 49 years of age, compared to the 73 years enjoyed by the general population. More than any other group in our society, migrant workers still face individual and collective risks, both physicial and psychological. Poor sanitation, another risk factor, can result in hepatitis, diarrhea, tuberculosis, food poisoning, and worm infestation. All of these are visible and exist to a much higher degree in the area where migrants live and work. Nutritional diseases—anemias, eye and skin diseases, dental problems, bone malformations, high blood pressure, cardiac complications—are also associated with poor housing. Occupational diseases and social diseases are also present.

Since last summer we have stepped up our own efforts in Virginia to enforce and inspect migrant housing.

Chairman **Leland**. Excuse me, Ms. Teig. I am sorry, but we will have to suspend temporarily; we have lost our electrical power.

[Recess.]

Chairman **Leland**. Ms. Teig, you may continue. I apologize for the interruption.

Ms. **Teig**. No problem. Thank you, Mr. Chairman. I will try to remember where I was.

As I was saying a few minutes ago, we are addressing the housing problem through the concentration of personnel for enforcement purposes, and there has been a tremendous difference in the last year in the condition and maintenance of the housing on the Eastern Shore.

What struck me most I guess about my most recent visit to the shore, just 2 weeks ago, was the dramatic contrast between the large multistate farming operations which are healthy financially and can absorb the impact of a summer drought, and the struggling independent, small local farmer who is devastated right now by the unproductive season. The multistate growers can afford decent housing for their workers and can attract migrant families who can move and work for them season to season throughout the year. One such operation on the Eastern Shore is currently constructing new housing units at a cost of $750,000. Compare that with the local growers who have a hard time maintaining dilapidated 30- to 40-year-old housing in a condition which meets minimum compliance standards. These local farmers are coming into this season already carrying a huge debt load, and even one bad season is difficult to absorb.

In Accomack County, on the Eastern Shore of Virginia, which has had to request drought assistance five times in 9 years, it is easy to understand why the number of migrant workers has decreased from over 10,000 in the past 10 to 20 years down to 4,000. Small independent farmers cannot make it anymore. They are bulldozing their old, dilapidated housing and are not hiring people. In essence, with the additional drought this summer, their businesses are literally drying up.

What I am trying to say here, I guess, is that there is a symbiotic relationship between the independent smaller farmer and the migrant workers, and that relationship leads to hunger problems, nutrition problems, health problems, and housing problems.

I would like to suggest, perhaps, three or four initiatives that we could undertake between the State and the Federal Government to coordinate our efforts to address in a very comprehensive way the problem of migrants working for the smaller independent farmer.

A pilot program that could include financial assistance designated for housing rehab or new construction for small independent farmers would be a great help if it were combined with preventive health services such as prenatal and dental care, alcohol and drug abuse programs, child care, and education. The State would coordinate the delivery of these health and human services as the small independent farmer is building or rehabbing his housing. In developing this pilot, we would target the migrant families most at risk.

No. 2. The coordination of health services, I think, is vital across all the States that comprise the migrant stream. I think we need to develop and use today's technology to develop tracking systems so that we can maximize the quality of health care that we give to migrant families who come to our State. I think it is important to be able to computerize as much as possible all the way across America with our migrant workers. Knowing the families that come up here is just vital to being able to provide services.

No. 3. I think one of the biggest losses we have felt in terms of migrant farmworkers and their families is the decline in Federal funding for education. The education program was one of the bright spots for migrant families. There did exist a tracking system, so when a migrant child came to Virginia there was already knowledge on the part of our local school system about that child, where he or she had been attending school, the kinds of subjects taken, and a real good communication link. And this was from Florida all the way up.

Our funds for migrant education have declined from $766,000 to $349,000 for the 1985–86 school year. This reduction has really had a very negative impact on the direct level of services we can provide. The Eastern Shore, as all of you know, is already a poor area, and the community there does not have the funds to supplement or to make up any differences. We need four schools working with migrant children while their families are in Virginia, and, as a result of the funding cuts, we only have two schools operating; and 50 percent of the staff and the resources have been eliminated. We do have some tutorial programs across Virginia for migrant families and their children, but these, too, have been hit by budget cuts. Without that vital education component, and it was one of the programs that was really working, migrant children have very limited opportunities for future employment and/or education alternatives.

Last, but certainly not least, we need additional funding for the Women, Infants and Children Program [WIC]. We really are not meeting the need, the total needs of the most at risk population needing WIC services. Unfortunately, only 41 percent of those eligible for WIC currently participate in Virginia's program due to funding limitations. We really urge your support of expanding the WIC Program. We believe it is a good program. It is a cost-effective program. And it helps us for the future.

Just to summarize, Mr. Chairman, you know almost every night we eat food that is harvested and processed by farmworkers around the country. Although they are helping to make a significant contribution to our own nutritional well-being, their own lives are not as positively affected, and they are suffering from malnutrition, poverty, and high rates of disease. We believe that coordinated efforts between the State and Federal Government to help migrant families, their children, and the smaller independent farmer are very critical to reducing hunger, eliminating malnutrition, improving housing, and creating an environment in which there is the maximum possible stability that there could be given the lives of the people involved. We urge your support for some of these initiatives, and we certainly will help in any way we can as you proceed with your work.

Thank you very much.

Chairman LELAND. Thank you very much, Ms. Teig.

[The prepared statement of Ms. Teig appears at the conclusion of the hearing, see p. 65.]

Chairman LELAND. Let me now recognize my colleagues for any statements that they might have. First, I would like to recognize the gentleman from New York, the person who has been fighting to try to help feed the hungry for all of his political career and in the years before. I yield to our colleague from New York, Mr. Gilman.

Ben.

Mr. GILMAN. I thank the gentleman for yielding. And, Mr. Chairman, I want to express my appreciation as well as the appreciation of our colleague for arranging this important hearing. It is indeed an important issue, a vital issue that requires our committee's full attention.

In my own district, as in the Nation, migrant and seasonal farmworkers are amongst the vulnerable of all workers. They have low and unstable family income, difficult working conditions, poor to fairly poor living conditions; the transient nature of their lives and their family's and limited health and social services have led to a great deal of health problems, lower life expectancy; and sometimes a lack of education leads to other problems throughout their lives. Seasonal farmworkers are sometimes better off, but still are unemployed for a major portion of the year and have little job security, and often have difficulty in gaining access to some of our social programs. What are the consequences, then, of seasonal farmwork for these individuals and families? That I think is important for us to explore today.

Most recent statistics show that their health and malnutrition to be among the worst in the Nation. Latest available health data for migrant workers notes an infant mortality rate that is 125 percent of the national average. Life expectancy for migrants, in one of the last studies, in 1976, was reported to be 49 years, 23 years below the national average. This hearing today is important for us in order to delve into specific causes and consequences of hunger and undernutrition among our migrant population and our seasonal farmworkers.

I am particularly interested in learning from the family and service providers who have traveled here today to tell us about the accessibility of existing programs and the effectiveness of any Federal and private programs that have been designed to try to improve the living conditions of this vulnerable, and often hidden, population. We welcome the witnesses who have been willing to share with us their research and their thoughts and their recommendations.

Thank you, Mr. Chairman.

Chairman LELAND. Thank you. Let me now recognize the gentleman from California, who has been a champion of the cause of migrant farmworkers—whose plight we are here to discuss today—both as an assemblyman and also as a Member of Congress. The gentleman from California, Mr. Berman.

Mr. BERMAN. Well, thank you very much, Mr. Chairman. I don't have a prepared statement. I just want to say, first of all, how much I appreciate, and how worthwhile I think it is to have this kind of hearing, if for no other reason than to simply give wider publicity and attention to something that I know you have known, Mr. Gilman has known—many of us have known for a long time, and that is the particularly vulnerable situation in which migrant farmworkers find themselves in so many different areas that you and Mr. Gilman have already alluded to, that the witness we have just heard has made reference to.

There is a mythology developing that the only farmworkers left in this country are people who have come here illegally or are guestworkers from other countries under an H-2 Program. And the fact is that there are many domestic U.S. citizen migratory farmworkers, professional farmworkers, who in many cases are underemployed in terms of their work service, and I think they are as deserving of our focus and attention as any other group.

I did have one question for the witness. I don't know if this is the appropriate time.

Chairman LELAND. If the gentleman could suspend, I would like to also give our colleague from Delaware, Mr. Carper, an opportunity to make a statement if he so desires. I know that he will introduce the family who will testify in the next panel.

Mr. Carper.

Mr. CARPER. I, like my colleague from California, have no formal opening statement. I just want to commend and thank the Chair for holding these hearings on migrant workers and their families, and to express my appreciation for your willingness, and that of the committee, today to hear witnesses from the Delmarva Peninsula.

Thank you.

Chairman LELAND. Very good.

Ms. Teig, I have a few questions, and they will be followed by questions from my colleagues if in fact they have the time. We have a vote pending right now.

What should States and the Federal Government do to alleviate the hardships experienced by both small farmers and farmworkers this year specifically as a result of the drought and the problems that it has brought?

Ms. TEIG. I think we need a coordinated program of emergency assistance. Even though we have 51 counties that are now designated as disaster areas, I think it takes too long to process the loans on an individual basis, and I think that anything we can do to cut down redtape, and bring the Federal or State people from other parts of the country that may not be experiencing the same situation would be helpful. We need to get the manpower up to a level where things can be done very quickly. I think that is sort of an emergency situation.

Chairman LELAND. You alluded to problems of accessibility to health services on the part of the farmworkers and migrant workers. Can you please provide the committee with information on barriers to participation in the Federal Food Stamp, or other food assistance programs for migrant and seasonal farmworkers?

Ms. TEIG. I think that we need to do a whole lot more outreach, and this is something we will have to take responsibility for on a State level. Each of our local social service welfare agencies has different ways of operating, and basically what happens is you can have one county that is very responsive, that makes an effort to do outreach in terms of food stamps, Medicaid, and other kinds of programs, while others may be much more reluctant, much more office oriented, much more redtape oriented. What we have to do, through our office and our work in Richmond, is to try to develop a very, very aggressive mentality in some of our local offices to be able to get more people who are eligible and entitled to these programs enrolled in them, and the only way we can do that is with aggressive follow-up, outreach, advertising—and we have just started a series of public service announcements. But the groups we are trying to reach aren't always going to be the groups who are going to watch television, so we have got to find alternate ways to get out there and get the word out. But I see that as our responsibility on a State level.

Chairman LELAND. Very good. One last question from me. What are the long-term plans of the State of Virginia for serving the needs of migrant farmworkers, and how would you recommend that Federal legislation or Federal agencies encourage similar programs in other States?

Ms. TEIG. The Governor is setting up an interagency policy group, and it is specifically designed to deal with the problems of migrant workers, families and children. It crosses three secretarial areas, education, human resources, and commerce and resources, and it will concentrate on reducing the number of turf areas and eliminating regulations that prohibit a fast response to problems. Given the fact that migrant workers and their families are with us for very defined periods of time, we must be able to respond quickly and effectively. And what we have right now is the U.S. Department of Labor with three of its arms involved and the State of Virginia with six or seven agencies involved, all going at the problem in their own way, with their own set of regulations and with their own sort of tunnel vision. And I don't mean that in a critical sense because I think there is a commitment there to help. But whether or not we are being as effective as we could be is another matter.

So I think being able to respond quickly is essential. I think there have to be special exemptions made for migrant farmworkers when they are in a State where they don't have to go through the same regulatory waiting periods as a normal, year-round resident. There have got to be ways to bring services directly to those families the moment they are in need. And I think those are the kinds of things we want to look at from the health and human services standpoint.

On housing, we are looking at possible State-initiated rehab programs that could help a farmer borrow money at low interest and then go ahead and upgrade housing.

Chairman LELAND. Thank you very much.

The gentleman from California, Mr. Berman.

Mr. BERMAN. Thank you, Mr. Chairman. I know we have a vote and we are going to have to leave for it. I just quickly apologize for not being able to come back because of other hearings of other committees of which I am a member that I have to go to. But I am taking all of the prepared testimony for use in some of the discussions we are going to have.

My only question was the extent to which Virginia growers on the Eastern Shore, if that is the appropriate description, that area that you have described and that received some publicity a while ago in the Washington Post—to what extent do they utilize guest workers under the H-2 Program now?

Ms. TEIG. I think the H-2 Program in Virginia is concentrated in the area of Winchester, or the apple country. It is my feeling, just having been to the Eastern Shore and talked to our employment people, that the H-2 Program is a very small program, if it exists at all, on the Eastern Shore.

Mr. BERMAN. What is the extent of farmworker unemployment in Eastern Shore right now?

Ms. TEIG. I believe after this summer and given the figures that this year we have lost maybe 50 percent of our farmworkers because of conditions all across the Eastern Seaboard and the Southern States. We have never been able to define specifically the number of farmworkers that come into the Eastern Shore. Estimates from all the service agencies range from between 2,500 to 4,000. I think it is closer to 4,000, or it was.

Again, it is a feeling you have knowing that you are dealing with a much smaller group of people and not always being able to track effectively. That is why I think we need some way of being able to offer continuity throughout.

Chairman LELAND. Ms. Teig, thank you very much. We thank you so much for taking your time.

Let me apologize to the other witnesses who will be held up by the pending vote. The Chair is forced to recess for just a few minutes until we can proceed to vote. I will be back shortly.

[Recess.]

Chairman LELAND. We are going to proceed now to expedite this morning's hearing.

I would like to turn now to my colleague, Mr. Carper from the State of Delaware, for the purpose of introducing some of his constituents who have come, to be with us today.

The gentleman from Delaware, Mr. Carper.

Mr. CARPER. Thank you, Mr. Chairman.

I want to welcome Ms. Gina Miserendino, who is the director for community services for Delmarva Rural Ministries, which is based in Dover, DE. Gina, you might want to come forward now to the witness table. Gina is going to be joined today by several members of the Cain family. I don't know if it is appropriate for them to join her at this time.

Chairman LELAND. Yes; it is.

Mr. CARPER. I don't know if the Cain family has figured out just who is going to sit at that table; I think there are more of them than there are seats. But, Mr. Cain, if you and your children will come forward.

Before I introduce Gina, I might just say that Mr. Cain and his family reside in Florida, and for the last several years, I guess for about the last 6 years, they have been spending part of each summer in Delaware, in the southern part of our State, and currently are residing in Bridgeville and later this summer will be returning home to Florida.

Gina, as I said earlier, is the director of community services for Delmarva Ministries, which is based in the central part of our State, in our capital, in Dover. The family that is accompanying her is one that has received emergency food service from the Delmarva Rural Ministries as recently as this month. Delmarva Rural Ministries delivers health and nutrition services to migrant and to seasonal farmworkers, and the rural poor, on the Peninsula—what we call the Delmarva Peninsula, which includes parts of Delaware, Maryland, and Virginia. It is just a few hours almost due east of here.

Ms. Miserendino will discuss her experience with farmworker families and the potential role of the farmworker community food and nutrition programs in alleviating hunger among migrant and seasonal farmworkers. It is a pleasure to welcome Gina, as well as the entire Cain family.

I again thank you, Mr. Chairman, for this courtesy.

Chairman LELAND. Thank you.

STATEMENT OF GINA MISERENDINO, DIRECTOR, COMMUNITY SERVICES, DELMARVA RURAL MINISTRIES, DOVER, DE

Ms. MISERENDINO. Thank you, Mr. Carper, for that nice introduction. And thank you, Mr. Leland, for this invitation. It is really quite an honor for me. We have been following the activities of your committee for some time and are definitely encouraged that we have someone over here in Washington. It is only a couple of hours away, but sometimes it feels like another universe over there on the Eastern Shore. There is a saying that there is no life west of the Chesapeake Bay, but we will have to go back and tell them that that is not true; there are some people over here. [Laughter.]

As Representative Carper said, I am the director of community services, and that translates into head of the nutrition shop for Delmarva Rural Ministries, which is an ecumenically based, farmworker-governed agency based in Dover, DE, but we do serve the entire Delmarva Peninsula. I will be speaking primarily on the Community Food and Nutrition Program, which is focused on the migrant and seasonal farmworkers. And I will, if this is OK, present my brief testimony, and I think the people you really want to hear from is the family that came along with us.

Chairman LELAND. Without objection, your statement will be entered into the record in full, and you may verbally summarize the full text.

Ms. MISERENDINO. OK. Just on a brief historical note, I would like to say that Delmarva Rural Ministries acts as the last of the conduits, what was a system across the country of lead farmworker agencies which coordinated food and nutrition programs in high migrant farmworker impact areas across the country. Over the last few years, the other conduits in the other regions were not refunded, and Delmarva is the lone conduit. We serve all of Delaware, Maryland, Virginia, West Virginia, and Pennsylvania. So I will be speaking as the representative of those five States for the farmworker impact areas.

This is a system where we can consolidate eight different smaller farmworker agencies into one administration, thereby lessening the administrative rate that we are charging. We provide technical assistance and all kind of communications services into the field level, and also into the program people here in Washington. This allows the people in the field to do what they do best, perform their innovative programs, work within the community and not, as I say, operate in a vacuum, just serving migrant farmworker, but being an integral part of the community, which we feel is very, very important.

Just a couple of numbers for you. In this region last year we did serve 12,000 to 13,000 individuals, and this constituted almost 25,000 different, unduplicated services, which is really—I am not patting myself on the back, but I am. But it is an awful lot of work for very few people.

We serve blacks, Cubans, Haitians, Mexican-Americans, Puerto Ricans, Southeast Asians, and others. We have to be an outreach-based program. We have to be culturally diverse. We have to have people on staff who can speak Spanish or Creole, or up in the Northwest region we have Vietnamese people. We have people come from Texas and Florida. So we have a very diverse population that is a part of what we call the east coast migrant stream come into these Mid-Atlantic States and either stop there and return back to their home base States or actually migrate within the region. They might pick asparagus in Delaware in the spring and go to the Eastern Shore of Maryland and do tomatoes and then go up to Pennsylvania and do apples in the fall, or any combination thereof. Sometimes people go up to New York State or whatever, but you can't say that the people come to our area and just do one thing and it is one set of people. It is a whole set of individuals.

Some of the crops that we harvest include everything from asparagus, peppers, potatoes, tomatoes, cucumbers, apples, peaches, grapes, et cetera. We have an awful lot of truck farming going on in that region. And in a little bit I will just mention some of the notes that the Delaware Farm Bureau gave to me yesterday as far as the drought is concerned.

A lot of people who aren't familiar with the migrant farmworker situation ask me, "Well, what the heck do people who pick crops need a nutrition program for? They are in the food, how come you have to have an emergency food program, or any kind of nutrition assistance program at all?" I would like to just run by some of these examples that, if you are not living and working in the area, it is difficult to comprehend sometimes.

I know that our staff last year ran into a camp where the kids and the whole families had only been eating sweet potatoes for about 2 or 3 days. They had come up on a bus from Florida, there was no food, the work hadn't started yet, and we were looking around, poking around in the kitchen, looking in the refrigerator, there was no food;. they were eating raw sweet potatoes. And this was 20 or 30 people including very, very young kids.

This again happened last year. A crew who was making less than $20 a week for several weeks was being charged $7 a day to be fed by the crew leader. And to make matters worse, the crew leader didn't want them to go to food stamps. It took a young woman with a toddler who said, "I don't care about the job. I'm going to food stamps; I have to feed my baby." Delmarva was able to intervene at that point, and it turned out the whole crew went for food stamps. We, in turn, related this to the appropriate authorities, and this one person was out of his—he was unlawful.

Sometimes crews are here in the region and they have signed a contract or have a verbal commitment to pick several crops. Sometimes there is a hiatus between the crops; they have fulfilled their commitment for one and there might be 10 days' to a 3-week wait. There is no income, and yet they have to stay here because they are going to pick this other crop. Sometimes it is too many people for an individual farmer or crew leader to feed for this length of time. This is where Delmarva again would come in.

This just happened last week. Several farmworkers were in an accident. There was a man with his jaw wired shut, and he needed one of those liquid whole foods. He wasn't working. He had no way of getting this food. We were able to step in and get that.

A lot of times there are computer errors. Unfortunately, I know the food stamp people are very overworked in most of these areas, especially when they have large influxes of migrants. But if a computer fails, the human result is that many people may not have food stamps for some length of time. Again this would be a situation where Delmarva would step in.

We have had situations where a sudden storm would destroy a whole field of crops and the people are out of work. The farmer is in a bad situation, but the people who have come to work that crop are certainly in a bad situation, also.

This is just some of the situations that we would typically run into, and why we have to have a good supply of emergency food available at all times. We have a 24-hour hotline that runs 7 days a week during the migrant season. I got a call Sunday night. Our field staff take turns being on call. As I mentioned, people have to be able to speak different languages to communicate, and be culturally sensitive to the people that we serve. These are very, very important things in our mind to be prepared with. People say, "Well, that is only a band-aid approach." But if you have a family who doesn't have any food, the long-term situation all of a sudden goes on the back burner and you have to take care of these people right now.

We are in the business of improving the nutritional status of the farmworker. We would certainly love to work ourselves right out of a job. If there was no need for us to be working, I would be pleased as punch. We attempt and we have had a lot of success increasing the ability of farmworkers to become more self-sufficient, whether that means better knowing the food stamp regulations so when they go into the food stamp office they know what to expect and, in some cases, unfortunately, know what to demand or we have other kinds of self-sufficiency projects. We also do our best to coordinate with any other agencies, the employment and training agencies as well as the different public services, and this makes a big difference. As part of our Federal grant, we have a requirement to match every dollar that we get with $1 of community money, and we have been very, very successful in doing this through this coordination effort.

Briefly, I had mentioned the nutrition crisis relief which, especially during the bulk of the migrant season, takes up a lot of time. We have self-sufficiency projects which include backyard and community gardens, a brown bag club—or many brown bag clubs. We have cottage industry, and we have a master food preserver program. We do a lot of work with food stamps, WIC, surplus commodity food distribution, et cetera. I would venture to say that the coordination that Delmarva Rural Ministries has with the food stamp and WIC offices helps a very, very good percent of the migrants access these services. A lot of times the migrant camps are way off, several to many miles away from town. The WIC offices are the same. The liaison that we provide allow the migrants to get food stamps if they are eligible. Particularly with WIC, with the moms who are pregnant or who are with very young babies, we coordinate in our evening clinic that the people become eligible. The WIC workers actually come to our evening clinic and certify the people there, and then our staff provides the outreach. When the vouchers come in we deliver them to the camp. So with this system it works well with getting food to the people.

Also, we help in many areas with the commodity surplus foods, with the cheese and butter, and so forth. We do a lot of nutrition and consumer education. We work with agricultural extension and the home economists. We make extensive use of the food banks. I would like to just mention the food banks a little bit.

It is a part of the Second Harvest Network, where we are able to access food at 10 to 12 cents a pound. The latest value of retail food is $1.50 per pound, so for every pound of food that we can obtain from the food bank, we are saving the government or the churches, or whomever is funding us, $1.14. We process several hundred thousand pounds of food throughout the conduit area every year, so whatever that is times a $1.40. It is an excellent system, and I would really like to commend the food bank people for it.

We do a lot of referrals. Naturally, if people have a larger need than we are able to handle, we work with the other migrant programs as well as the other social service agencies.

We are in the process of sponsoring a nutrition monitoring survey. One of our former nurse coordinators in Virginia is performing her doctorate work on doing a nutrition assessment of migrant children zero to 5 years old. And when this information becomes available, I think it is going to be very instrumental in helping us decide further direction; and not just for Delmarva, but for those involved with migrant nutrition.

We also work with all the different Federal and State Governments that we can. Secretary Teig was here. We communicate with her. In Delaware, we have a bimonthly coordinating commission. It all helps to smooth the way.

If I may just mention the drought briefly. I think you can read almost anything in the newspaper you want about it, but I spoke to the Delaware Farm Bureau yesterday. They have a lot of percentages of what the crops are at. Potatoes, which is a major crop in Delaware, 70 percent of those crops are not irrigated. They are coming in at below 50 percent. Tomatoes are very low. Watermelon and cantaloupe at around 50 percent. Corn and soybean, 60 percent damage. The dairy people have to have their feed checked because the nitrates are so high because there is no rain. The gentleman said: "I don't know if you can get away with this, but just tell the people that the drought stinks." So I said, OK, I will try it.

Chairman LELAND. Well, you just got away with it. [Laughter.]

Ms. MISERENDINO. I will go back and tell them.

I would just like to close with one major recommendation, there used to be a national farmworker system that these many conduit agencies were a part of. If there is any possible way that we could go back to having a national network of a farmworker nutrition program, it would not only make our lives easier, but we would be able to be a lot more efficient and effective. Because it is the farmworker agencies that know what the situation is with the farmworkers. Other agencies are very, very effective in dealing with their own populations, but the migrant farmworkers really require an unorthodox delivery system; and many other agencies, though they may be well-intentioned and good at what they do, are not capable of addressing these needs. So I would suggest a national farmworker nutrition policy and to reestablish the conduit network.

I think I have talked too much. I think I had better let our experts talk.

Chairman LELAND. Thank you very much.

[The prepared statement of Ms. Miserendino appears at the conclusion of the hearing, see p. 70.]

Chairman **Leland**. I would like to now ask for the Cains and Ms. Brown to please proceed with your testimony.

STATEMENT OF ANTHONY CAIN, MIGRANT WORKER, ACCOMPANIED BY TRINA CAIN, GRETA CAIN, DAVID CAIN, LINDA BROWN, AND BOBBY LEE WHITE

Mr. **Cain**. It is just like she says about watermelon, tomatoes, and things. We don't have too much there to do now until after the dew come off, and we just don't have nothing to go upon till we start picking apples, after Labor Day.

Ms. **Brown**. Yes.

Mr. **Cain**. I pulled some weeds the other day for a man, my boss man. And he told me yesterday he may not have no more until. So that is going to throw us to wait until apple season come in before we have any more income coming ourselves.

I went down to the watermelon block, and I couldn't catch nothing down there, so many people is there. It just wasn't like it was last year, on account of dry weather, I guess.

And we don't have enough money yet to, you know, go hunt no work—and gas. So I guess that is all.

Chairman **Leland**. I think I might have missed something. You said you don't have enough money to go looking for work because you don't have enough money to afford gasoline for your vehicle?

Mr. **Cain**. Get some gas, that is right.

Chairman **Leland**. Ms. Brown.

Ms. **Brown**. One thing about this, I have been traveling up in Delaware more than just 1 year. And while I have been up here, it is a problem of getting a place to stay up here, you know.

I say, the migrant people that come up here each year to do this work, each year it is very hard for them to find places to stay. There is not enough motels or places for people to stay, and I think that someone should do something about that, you know. People have to stay in cars and stuff like that, and I think that is a disgrace. They should have somewhere to stay; they bring their families, bring their babies, and stuff like that there. I have seen it, and I have lived in it.

Mr. **Cain**. Until we found T.S. Smith and he gave us a place to stay with him.

Ms. **Brown**. Yes.

Chairman **Leland**. Mr. Cain, what did you say?

Mr. **Cain**. I said until we found the T.S. Smith camp, and then he gave us a place to stay there, you know, and we pick apples with him.

Ms. **Brown**. Yes. But we are caught in the middle while there is no work. What are people going to do? See, they still have to eat and they still have to live. They are not home. And they come up here to do work and there is no work, what are they going to do? They have families to feed. They need food, they need clothing, children have got to go to school.

Mr. **Cain**. We are signed up for our stamps, but we will probably get them, I guess, next week.

Ms. **Brown**. Yes. But we still got things to do, we still need work.

Mr. **Cain**. We still need money; yes.

Ms. **Brown**. Yes. See, we are caught dead in the middle.

When I leave from home, when I am working, I go all the way from Florida to South Carolina, to Georgia, and to Delaware. Then I turn and come back from Delaware, back to Florida.

Mr. **Cain**. But the point is that if we make any money, you know, like $50 a day or something, we still got to get a motel, and that still won't leave us nothing to eat off.

Ms. **Brown**. That is right.

Mr. **Cain**. Because people charge us $36, $37 a night.

Ms. **Brown**. Yes.

Mr. **Cain**. Seems like there ought to be some kind of low rate for something where we can stop and sleep at, you know, a little bit lower price than maybe somebody else have to pay. Because if we work 1 day and find a place to sleep at, it is going to take all this money for sleeping.

Chairman **Leland**. Ms. Brown, can you describe a typical day in your life, from the time you go to work in the morning until you go home or wherever you are staying?

Ms. **Brown**. Well, I get up. If I leave home about 7:30 or 8 in the morning, I go to my job. If I am in the watermelons, if I am cutting watermelons, I got straight there. Right? I work all day until they load two or three trailers a day.

Chairman **Leland**. What time do you finish work?

Ms. **Brown**. Well, if they start at 7:30, I am there. And if they load two trailers, that will be, well, when they do get started, it will be about 9 or 10. They start it and they work on it until they get through with those trailers. That will be in the evening.

Chairman **Leland**. At about what time?

Ms. **Brown**. About 2:30 or 3. And then if they load another trailer, I will be there until about 6. You know, if another trailer comes in.

After that, if they are through, then we get paid off. Then I come back home, and I do my chores, and then I am ready for the next day.

Then we will have to pay rent. And if we didn't make no money that day, we don't stay.

Chairman **Leland**. Do you get paid every day?

Ms. **Brown**. Yes, if I work. If I get work. I have worked by the hour, and I have worked by the day.

Chairman **Leland**. Where do you usually stay when you go home after the working day?

Ms. **Brown**. Well, only stay in a——

Mr. **Cain**. We go home then when we finish.

Ms. **Brown**. Oh, yes, we go home.

Chairman **Leland**. Do you go to a motel?

Ms. **Brown**. Yes. While we are up here, yes.

Chairman **Leland**. And you pay how much?

Ms. **Brown**. We pay $36, sometimes $40, for a room.

Chairman **Leland**. And when you do get work, your income averages about $50 a day, is that correct?

Ms. **Brown**. Yes.

Chairman **Leland**. Ms. Brown, do you have children?

Ms. **Brown**. Yes, I have a son.

Chairman **Leland**. You have a son.

Ms. BROWN. Yes.

Chairman LELAND. Oh, that is your son back there. He just raised his hand.

How old is your son?

Ms. BROWN. Fifteen.

Chairman LELAND. Does he work, too, or does he go to school every day?

Ms. BROWN. Yes, he works. Until he goes to school, yes.

Chairman LELAND. Does he help to pay for some of the necessities?

Ms. BROWN. Sometimes. When he can get jobs. Sometimes they won't allow a child to work.

Chairman LELAND. They don't always hire young people like him?

Ms. BROWN. Well, see, they just started hiring him this year because he just turned 15. You have to be a certain age to work.

Chairman LELAND. Will they pay him the same amount that you make, if he gets work?

Ms. BROWN. Yes.

Chairman LELAND. And that helps a great deal?

Ms. BROWN. Yes.

Chairman LELAND. Does he work just in the summer and go to school in the fall?

Ms. BROWN. He just works in the summer.

Chairman LELAND. Where are you in the fall?

Ms. BROWN. Home.

Chairman LELAND. Where is that Ms. Brown?

Ms. BROWN. Florida. Seburn, FL.

Chairman LELAND. Excuse me?

Ms. BROWN. Seburn, FL.

Chairman LELAND. Seburn, FL?

Ms. BROWN. Yes.

Chairman LELAND. Can you tell me what the typical course of the year is like in terms of your traveling patterns? You mentioned several States where you go to find work.

Ms. BROWN. Yes.

Chairman LELAND. When do you start that process and when do you return home?

Ms. BROWN. I start in June in watermelons, and—no, I don't start in June. We start in May in watermelons, until school is out. Then I leave Florida and come to South Carolina. If they have watermelon work there, I work there. Then I leave there and come to Cordell, GA. Then I leave there and I come straight to Delaware. Then when I leave here I go back home.

Chairman LELAND. How many months of the year do you travel looking for farmwork?

Ms. BROWN. It is about—what?—4 months.

Chairman LELAND. Four months?

Ms. BROWN. From June to October, yes.

Chairman LELAND. What do you do the other 8 months of the year?

Ms. BROWN. I work in oranges at home.

Chairman LELAND. So, you usually leave home when you are not harvesting oranges?

Ms. BROWN. Crops. Yes.

Chairman LELAND. Now that happens about 8 months out of the year.

Ms. BROWN. Let's see.

Chairman LELAND. I apologize for my inadequate knowledge about these issues.

Mr. CAIN. About 6 months.

Chairman LELAND. About 6 months?

Ms. BROWN. Yes, 6 months.

Chairman LELAND. Am I correct that you work an average of about 10 months a year?

Ms. BROWN. Yes.

Chairman LELAND. For the other 2 months are you unemployed and looking for other jobs?

Ms. BROWN. Yes.

Chairman LELAND. How do you know where to go to get work?

Ms. BROWN. Well, you follow it. See, like I am in watermelons, and when the watermelons are over with then they follow where the next State at, you know. A lot of people go to Michigan and different places, see. But see, this has been my same route for years.

Chairman LELAND. How long have you been doing this?

Ms. BROWN. About 6 or 7 years.

Chairman LELAND. Do you usually take your son with you?

Ms. BROWN. Yes, every year.

Chairman LELAND. Let me ask the gentleman from New York if he might have some questions.

Mr. GILMAN. Trying to save some time here.

How much do you net a week? What are your net earnings per week?

Ms. BROWN. Well, my minimum wage is different, it depends on the job.

Mr. GILMAN. Well, say, in watermelons, what are you averaging in watermelons?

Ms. BROWN. Well, I can't give you a good estimate because maybe I will be working on an hour, that would be on a machine. That is an hour job. But if I am working out in the field that is another hour job. But if I am working in the trailer—it is mostly hour jobs, you know.

Mr. GILMAN. What is the average amount, at least?

Ms. BROWN. It would be about $4 an hour.

Mr. GILMAN. About $4 an hour?

Ms. BROWN. Yes.

Mr. GILMAN. Roughly, how many hours a week are you working then on the average? You just said it is 7:30 in the morning until 6 in the evening?

Ms. BROWN. Yes. About 6 or 7 hours, yes.

Mr. GILMAN. And what do you get at the end of the day? How much is in your pay envelope at the end of the day?

Ms. BROWN. Somewhere around about $30 or $40.

Mr. GILMAN. About $30 to $40. And then you go to the motel and you pay for that motel 36 bucks?

Ms. BROWN. Yes.

Mr. GILMAN. You don't have much left, do you?

Ms. **Brown**. No.

Mr. **Gilman**. Well, what do you do for food?

Ms. **Brown**. Well, the rest I have I just go to MacDonald's or somewhere that is cheap to eat. You know, if I can.

Chairman **Leland**. Did you say MacDonald's?

Ms. **Brown**. Yes. Somewhere that it is really cheap to eat.

Mr. **Gilman**. Now do you make a call on these migrant health centers for any help at all while you are in transit or living temporarily in any of the areas? Do you call on any group such as the group that is testifying here today?

Ms. **Brown**. Yes.

Mr. **Gilman**. What sort of service do you get from them?

Ms. **Brown**. They have been good. They have gave me can goods and stuff like that, you know, until I could get the food stamps. You know, until the food stamps come through.

Mr. **Gilman**. So in order to feed yourself you are dependent on food stamps?

Ms. **Brown**. Yes.

Mr. **Gilman**. You and your family?

Ms. **Brown**. Yes.

Mr. **Gilman**. And do you get any housing at all by any of the farmers? Do they provide any housing for you?

Mr. **Cain**. The one we have now, T.S. Smith.

Ms. **Brown**. Yes; that is the only one, is T.S. Smith. The other months we have to pay for ourself.

Mr. **Gilman**. And the one that does provide the housing, is that taken out of your pay or is that provided as an extra benefit?

Ms. **Brown**. It is free.

Mr. **Gilman**. That is free. How is that housing? Is it decent housing?

Ms. **Brown**. Yes; it is.

Mr. **Gilman**. And where is that located?

Ms. **Brown**. T.S. Smith & Sons in Bridgeville.

Mr. **Gilman**. What State is that?

Ms. **Brown**. Delaware. It is in Delaware.

Mr. **Gilman**. How many different employers do you work for from the time you leave home in Florida until the time you get back, roughly?

Ms. **Brown**. O God.

Mr. **Gilman**. More than five? More than 10?

Ms. **Brown**. Yes; somewhere along there. About seven.

Mr. **Gilman**. About seven different employers, and only one of them provides migrant housing; is that correct?

Ms. **Brown**. Yes.

Mr. **Gilman**. Do all of them pay you daily? By the day?

Ms. **Brown**. Yes.

Mr. **Gilman**. And the average is about 40 to 50 bucks a day? Is that what you are taking——

Ms. **Brown**. Yes; all except when I get to work with apples. That is by the week.

Mr. **Gilman**. And in each of the areas you are dependent on food stamps, then, for nutrition and for your food?

Ms. **Brown**. Yes, I am.

Mr. GILMAN. In the migrant housing that you are provided or in the motel, does the whole family stay in one room?

Ms. BROWN. Yes.

Mr. GILMAN. How many are in your family?

Ms. BROWN. There is eight of us.

Mr. GILMAN. Eight in your family. They all travel together?

Ms. BROWN. Yes.

Mr. GILMAN. How many work in your family, of the eight?

Ms. BROWN. All eight.

Mr. GILMAN. All eight work together?

Ms. BROWN. Um hum.

Mr. GILMAN. Well, then all eight, each one of them are getting the same amount of pay?

Ms. BROWN. No; well, see, like sometimes maybe one of the boys might get a job and then they work in each other's place so one won't get tired. See, maybe all eight of them won't get a job, but, you know, it relieves four of us. We work together.

Mr. GILMAN. Become a relief worker for you?

Ms. BROWN. Yes; we work together.

Mr. GILMAN. On the average, how many salaried workers are there then? Four? Five? How many?

Ms. BROWN. Four.

Mr. GILMAN. Four of you are salaried workers?

Ms. BROWN. Yes.

Mr. GILMAN. So four bringing in four times $40 a day, is that right?

Ms. BROWN. No.

Mr. CAIN. You don't understand what he mean by that.

Ms. BROWN. What?

Mr. CAIN. You don't understand what he mean?

Chairman LELAND. Mr. Cain, why don't you explain it?

Mr. CAIN. No; what she was telling you as the $50 a day, that is what we all makes one day working in the watermelons.

Mr. GILMAN. For the whole family?

Mr. CAIN. For the whole family.

Mr. GILMAN. With four of you actually salaried workers, one pay slip of $40?

Mr. CAIN. That is right. Sometimes we will make like $50. By working in watermelons, a man is liable to say he will give me $50 to load that trailer for him or cut them for him.

Mr. GILMAN. If your wife is working, she wouldn't get any money?

Mr. CAIN. No; we all just do that one work and we just get that 50 bucks.

Ms. BROWN. Yes.

Mr. GILMAN. Do you have any health problems while you are traveling?

Mr. CAIN. Oh, yes.

Mr. GILMAN. Any serious health problems?

Mr. CAIN. Well, they got teeth and like stomach troubles. My wife, she at the camp now, she sick now.

Mr. GILMAN. Are you able to get health services from the organization that testified here today and similar organizations?

Mr. CAIN. Yes. From her.

Mr. GILMAN. Are there organizations like that in all of the States where you have been working?

Mr. CAIN. No.

Mr. GILMAN. Are there some areas when you don't get any health or social service at all?

Mr. CAIN. Well, some counties in some States, you know, they won't help us right then, and I will go to another county and then they will help me.

Mr. GILMAN. Upon the whole, though, throughout your migrant working area there is always some social service or health center where you can get that kind of assistance?

Mr. CAIN. Yes; but sometimes they will tell us they are—you know, we are too late or something. The migrant worker season is closed and we have got to go farther. That was in Georgia.

Mr. GILMAN. Are you ever employed by a contract worker that contracts for the migrant workers with a farmer and then brings you in as a contractor?

Mr. CAIN. Yes; I used to work along with them, but we quit. Now we just travel, me and my family.

Mr. GILMAN. Are you better off doing it as an individual than as a contract worker?

Ms. BROWN. Yes.

Mr. CAIN. We just travel ourselves and work.

Mr. GILMAN. And you follow the harvest north, is that what you are doing?

Mr. CAIN. That is right. Yes.

Mr. GILMAN. Then you head back south when the harvest season is over?

Mr. CAIN. Right.

Ms. BROWN. Yes.

Mr. GILMAN. How much do you end up with at the end of the harvest season?

Mr. CAIN. Well, it is hard to say.

Ms. BROWN. We ended up with $800, and we took that back home.

Mr. CAIN. Yes; when our season is done we have about $800 or $900 saved.

Mr. GILMAN. You are able to save $800 or $900 for the season, and that is about 4 or 5 months?

Mr. CAIN. Yes.

Mr. GILMAN. Thank you.

Mr. CAIN. Like last year, we didn't even make it home with that money. We run out of gas before we got there.

Mr. GILMAN. Thank you, Mr. Chairman.

Chairman LELAND. The gentleman from Oregon might have some questions. I apologize for not recognizing him earlier.

Mr. ROBERT F. (BOB) SMITH. Thank you, Mr. Chairman. Welcome, all of you. Thank you for coming.

I wanted to ask Ms. Miserendino a question. Do you service any illegal aliens?

Ms. MISERENDINO. The majority of our people are American citizens. From time to time someone comes through who is an undocumented worker.

Mr. ROBERT F. (BOB) SMITH. And do you provide them service when you know they are an undocumented worker?

Ms. MISERENDINO. We are a multifunded agency, and we have a lot of support from the churches. We are able to support our activities for someone who would be undocumented in that way. They are unrestricted dollars.

Mr. ROBERT F. (BOB) SMITH. Are you short of money?

Ms. MISERENDINO. Yes.

Mr. ROBERT F. (BOB) SMITH. I guess the question, obviously, is do you try to prioritize American citizens, if you are short of money, over illegals?

Ms. MISERENDINO. We are an ecumenically based organization, sir, and we believe that we are all God's children, and if someone is in need, someone is in need. We do have restrictions with certain sets of dollars and we don't go out of those restrictions.

Mr. ROBERT F. (BOB) SMITH. When you find illegal aliens, do you report them to the authorities?

Ms. MISERENDINO. We have no requirement to do so.

Mr. ROBERT F. (BOB) SMITH. So you don't do that?

Ms. MISERENDINO. No.

Mr. ROBERT F. (BOB) SMITH. What Federal agencies fund your organization?

Ms. MISERENDINO. They are funded through the migrant health project both under the Department of Health and Human Services, Bureau of Health Care Delivery Service—the migrant health project is under the Bureau. And then through the Office of Community Services, the Secretary's discretionary fund for migrant and seasonal farmworkers runs our nutrition program.

Mr. ROBERT F. (BOB) SMITH. What kind of oversight requirements must you follow?

Ms. MISERENDINO. If you would talk to my field staff, they would love to tell you. We have a set of reporting requirements. Starting from the beginning for each individual which we serve, we do an eligibility intake to ensure that the majority of their income is from migrant farmwork and that it is at or below the poverty level. We compile those reports on monthly and quarterly bases. We have projected goals that we have to meet, both numerical and qualitative. And we are monitored by the Federal Government very well.

Mr. ROBERT F. (BOB) SMITH. Do you serve people on the basis of their income level, or do you serve anybody that comes to your door?

Ms. MISERENDINO. Oh, no. There are income requirements. People at or just above poverty level.

Mr. ROBERT F. (BOB) SMITH. So you do interrogate them about their income level before you serve them?

Ms. MISERENDINO. Yes.

Mr. ROBERT F. (BOB) SMITH. Do you seek them out, or do these people come to your office?

Ms. MISERENDINO. We have both ways of operating. We are an outreach-based program. As I mentioned before, many of the labor camps are out in the rural areas away from the main services; and that is, in part, responsible for the success of our programs, is our outreach.

Mr. ROBERT F. (BOB) SMITH. I think you told us that you served, what, 12,000 or 15,000 people, last year?

Ms. MISERENDINO. With the nutrition program, yes.

Mr. ROBERT F. (BOB) SMITH. How many employees do you have in your organization to serve that many people?

Ms. MISERENDINO. During the summertime, at the peak harvest season, among the three States we have approximately 75 full- and part-time employees and volunteers.

Mr. ROBERT F. (BOB) SMITH. What is your total budget?

Ms. MISERENDINO. For the nutrition program for the five States, we are at about $350,000 for the five States.

Mr. ROBERT F. (BOB) SMITH. That is just one part of your budget, though, the nutrition?

Ms. MISERENDINO. Yes; that is for the conduit portion of the nutrition program.

Mr. ROBERT F. (BOB) SMITH. And what other parts of your program are there, and what budgets do you have for those?

Ms. MISERENDINO. Well, we have a smattering of smaller grants. For example, in Delaware, we receive from the Community Services Block Grant which we don't receive in the other States. We have, as I mentioned, several churches which support us. We write for the FEMA funds—the Federal Emergency Management Act emergency food and shelter funds, which we receive a small supplement for. In Delaware, we have a small Haitian outreach grant. In Virginia, we have a small reimbursement from the Commonwealth of Virginia on a per capita basis of those unduplicated people we serve. For the nutrition program we have about seven different resources.

Mr. ROBERT F. (BOB) SMITH. So what is your total budget?

Ms. MISERENDINO. For the Delmarva Peninsula, I would say approximately $250,000.

Mr. ROBERT F. (BOB) SMITH. Plus 300 for nutrition?

Ms. MISERENDINO. That $350,000 covers the five-State area, part of which is the Delmarva Peninsula.

Mr. ROBERT F. (BOB) SMITH. What total budget do you manage?

Ms. MISERENDINO. For the nutrition program?

Mr. ROBERT F. (BOB) SMITH. No.

Ms. MISERENDINO. The agencywide, with the migrant health project?

Mr. ROBERT F. (BOB) SMITH. Your organization.

Ms. MISERENDINO. Approximately $1.6 million. That is all the resources combined.

Mr. ROBERT F. (BOB) SMITH. And that is the group that employs the 75 people?

Ms. MISERENDINO. Yes. That is strictly on the Delmarva Peninsula.

Mr. ROBERT F. (BOB) SMITH. Do you feel that illegal aliens are a problem?

Ms. MISERENDINO. We don't have the quantity—we don't run across the quantity where it is a problem.

Mr. ROBERT F. (BOB) SMITH. You don't think they are penetrating your agency and depriving others——

Ms. MISERENDINO. No.

Mr. **Robert F. (Bob) Smith** [continuing]. Of service that you might otherwise provide?

Ms. **Miserendino**. No. Absolutely not.

Mr. **Robert F. (Bob) Smith**. All right. I want to thank you. I think you are providing an excellent service, obviously.

Oh, one other thing that occurred to me. In the State of Oregon, where I live, migrant workers are provided housing, and they are very carefully scrutinized by the State health and nutrition people. Does any other State that you know of besides—well, I guess Delaware doesn't. Only this one individual.

Are there any provisions in any of the States from Florida north, let's say, to Delaware, that have migrant housing programs that you know of?

Ms. **Miserendino**. Oh, yes. I think that this family that we have had the opportunity to talk with today is the exception in our area who do travel as a family. For the most part people do travel with crew leaders. They are brought up from Florida or Texas either in buses or in vans, and they are housed in migrant labor housing provided by the farmer.

Mr. **Robert F. (Bob) Smith**. Yes.

Ms. **Miserendino**. There are some people who come up individually, either single men or couples. But for the most part on the Peninsula people are provided migrant labor housing.

Mr. **Robert F. (Bob) Smith**. In your exposure, what kind of housing is that? Is it adequate? Is it clean, or is it not?

Ms. **Miserendino**. It depends on which area you are in. In Delaware, we have very adequate housing. In Virginia, as Secretary Teig referred to, we had some severe problems with migrant housing which are being worked on right now. In Maryland, it is about in the middle.

I think it is important to emphasize that those migrant labor camps which are licensed are adequate, but they are inadequate number in that many people are forced to live off a camp. People are living in the woods or in a car or in abandoned houses, that sort of thing. So in many cases you don't want to fault the farmer because he is providing adequate housing as far as standards go, but there is not enough of that housing to go around.

Mr. **Robert F. (Bob) Smith**. Thank you, Mr. Chairman. Thank you very much.

Chairman **Leland**. Mr. Cain, let me ask you, you are with Ms. Brown here. Do you travel together? Do you have two families traveling together, or more families traveling together, looking for work?

Mr. **Cain**. No; just this one family.

Chairman **Leland**. Just your family?

Mr. **Cain**. Yes.

Chairman **Leland**. Have you known Ms. Brown long?

Mr. **Cain**. Oh, yes; she has lived with us ever since she was about 16 years old.

Chairman **Leland**. Oh, I see.

Mr. **Cain**. She is a friend, but we all live together all the time.

Chairman **Leland**. I see. So when you come up from Florida, the eight of you are traveling and living together; is that right?

Mr. **Cain**. Right, the same eight.

Chairman LELAND. Can you describe your housing conditions?

Mr. CAIN. Oh, yes. Well, I just go by the window and ask the man about a room.

Chairman LELAND. Excuse me?

Mr. CAIN. Well, I pull up to the motel, I get a room and——

Chairman LELAND. One room?

Mr. CAIN. One room.

Chairman LELAND. Am I correct that all eight of you stay in that one room?

Mr. CAIN. Yes. Have to.

Chairman LELAND. Could you please clarify something for me. When you go to work in the fields to pick watermelons, all eight of you make a total of $50 per day; is that correct?

Mr. CAIN. Yes. And sometimes I go by myself. Because if I am loading the watermelons, myself, then they can't do it and so I have to load the trailer myself and make the $50, and then I would go back in.

Chairman LELAND. And what are they doing while you are loading the watermelons?

Mr. CAIN. They won't be doing nothing.

Chairman LELAND. You are pretty much the guy who goes out and finds the jobs. You start the jobs and then they come in and help you; is that correct?

Mr. CAIN. Yes. Sometimes there are people who want me to cut the watermelons. Then I will take all of them with me, you know, and we all pick them. Then when they get ready to load the trailer, see, they can't do that. Then I have to get in there and do it.

Chairman LELAND. Did you train all of them?

Mr. CAIN. Oh, yes.

Chairman LELAND. Are they good workers?

Mr. CAIN. They are all right. [Laughter.]

Chairman LELAND. I am also concerned about the fact that you have some very young people who travel with you.

Mr. CAIN. Um hum.

Chairman LELAND. Do they get an adequate amount of food to eat every day?

Mr. CAIN. Well, they look pretty healthy, I guess so. You know, whatever we get we just eat it.

Chairman LELAND. Well, I suppose you don't have the chance to grow your own food except perhaps in Florida. Is that correct?

Mr. CAIN. Well, not too much there. Because the frost will get me there, you know.

Chairman LELAND. In Florida?

Mr. CAIN. The frost, you know, kill the stuff out.

Chairman LELAND. Do the growers whose farm you migrate to provide food for you and your family?

Mr. CAIN. No. But I try to borrow some money time I get there, and pay them back. And time I finish paying him I will be in the same boat I was when I got there when I get ready to go.

Chairman LELAND. Do I understand you correctly to say that you migrate for farm work just to meet your basic daily needs?

Mr. CAIN. Yes. You know I got to feed my family or get some help some kind of way.

Chairman Leland. You said something about saving $800 or $900. Is that for the whole year?

Mr. Cain. Well, that would be like if I started picking applies, you know, by all of us working—and the kids get out of school, they help me. And we finish apples up in, what, about 3 months, 4 months. And I should be done saved about that much to head back home with. But I got bills back home to pay. I got to send money back there every month.

Chairman Leland. Do you rent housing in Florida?

Mr. Cain. No, I have my home.

Chairman Leland. Is it paid for?

Mr. Cain. Well, not quite. I borrowed some money from the bank and that is why I am, I guess——

Chairman Leland. Is that why you have to send money back home every month?

Mr. Cain. Yes. I got to send money back there every month. Now, after I got up here, I had to go borrow money from my boss man to send back three payments, you know, to keep the bank from taking my home, until we found something to do.

Chairman Leland. You said your wife is ill now?

Mr. Cain. Yes.

Chairman Leland. Has she been to a health clinic?

Mr. Cain. No, no. She just felt bad this morning. Just some women feel bad.

Chairman Leland. Has she had a checkup lately?

Mr. Cain. No.

Chairman Leland. When was the last time she had a checkup?

Mr. Cain. I don't know. She just feeling bad this morning.

Chairman Leland. I am concerned because sometimes when people don't get regular checkups, there are hidden health problems. Doctors know how to help.

Mr. Cain. Yes. So, no, they ain't had a checkup yet.

Chairman Leland. Is she taking care of herself right now?

Mr. Cain. Yes.

Chairman Leland. When one of your children gets sick do you also just take care of it yourselves?

Mr. Cain. Yes. I have to.

Chairman Leland. You can't afford to go to a doctor or to a clinic?

Mr. Cain. No.

Chairman Leland. Well, I want to thank all of you for participating in this hearing. Your testimony has been invaluable to us, and we hope that someday things will get much better.

Mr. Cain. I hope so.

Chairman Leland. Ms. Brown, Mr. Cain, thank you very much for coming. Ms. Miserendino, thank you as well for coming and telling us about your program.

The Chair would like to now recognize the gentleman from New York for an introduction.

Mr. Gilman. Thank you, Mr. Chairman.

Our next witness is Mr. Stuart J. Mitchell. I would like to welcome Mr. Mitchell. Mr. Mitchell is the executive director of Rural Opportunities, Inc., job training and partnership employment training programs for migrant and seasonal farmworkers in New York, New Jersey, Ohio, and Pennsylvania. We are hoping that Mr. Mitchell is going to be able to discuss the job training and economic development supportive services provided by his program and the needs of the farmworkers that they serve.

I am particularly interested in Mr. Mitchell's testimony and recommendations because I have seen the success of an employment training program that they have administered in my own region in New York State. The program director there, Ms. Millie Ruiz, is a former farmworker with great success in assisting this impoverished population gain the skills and services necessary for health and self-sufficiency. She, incidentally, has now received a grant from the Department of Labor to provide counseling and job training for migrant and seasonal farmworker youth.

Mr. Mitchell, we look forward to your testimony today, and we welcome you before our committee.

Chairman LELAND. Mr. Mitchell, before you testify, we are going to ask the other members of the panel to join you. We have Dr. Smith, who is a pediatrician and medical director of the Brownsville, TX, Community Health Center, which serves over 4,000 migrant farmworkers in one of the poorest counties in the United States. As chairman of the National Migrant Clinicians Network, Dr. Smith brings to the committee a national perspective on hunger and related health problems among migrant and seasonal farmworkers.

I would also like to note Dr. Smith's active involvement in shaping national maternal and child health policy with the Institute of Medicine and in Texas.

Next, I would like to introduce Sister JoEllen Shannon, the assistant director of the East Coast Migrant Head Start Program, administering over 64 centers along the east coast migrant farmworker stream from Florida up through New York. She will testify on the strengths and limitations of the Migrant Head Start Program as a result of changes in Federal programs, and on the health and living conditions of migrant farmworker families.

The last person we would like to introduce and ask to join the panel is Mr. James Strothmann. I would like to welcome Mr. Strothmann. He is the staff attorney at Migrant Legal Services in the Southern Minnesota Regional Legal Services office. In 1979 and 1980, he worked for the Food and Nutrition Service at USDA designing regulations pertaining to migrant farmworker participation in the Food Stamp and WIC Programs. Currently, Mr. Strothmann provides direct legal assistance to migrant farmworkers in Minnesota and technical assistance to lawyers assisting farmworkers across the Nation.

I want to thank all of the members of the panel. You may proceed in the order in which you were introduced.

STATEMENT OF STUART J. MITCHELL, EXECUTIVE DIRECTOR, RURAL OPPORTUNITIES, INC.

Mr. MICHELL. Thank you, Mr. Chairman. I would like to take this opportunity to publicly acknowledge the support that Mr. Gilman has given to our program in our area. We really do recognize that and appreciate it very much. I know that without your assistance our program would not be able to be doing the kinds of things that we are doing, so we really do appreciate that.

I am pleased to give this testimony to this committee, and you are to be commended for taking time out of your busy schedules to discuss the issues confronting migrant and seasonal farmworkers.

I have worked directly with migrant and seasonal farmworkers since 1967. I have been the executive director of Rural Opportunities, Inc., since 1977, and have been involved in developing training and employment services, emergency and supportive services, housing and economic development assistance, and general advocacy services since that time. One of the many unique aspects of our organization is the fact that our board of directors is made up of migrant and seasonal farmworkers who control our board. We also have State agency representatives, other human service organizations, and employers of farmworkers. This unique combination of leadership has allowed our organization to maintain a vitality and relevance which has been helpful to the farmworker, to government, and to the agricultural industry.

I am also representing today the Association of Farmworker Opportunity Programs, a national association of groups like ours from throughout the country.

In thinking of the testimony by the Cains and the Browns, it is hard to imagine another industry that requires its workers to live and exist in the kind of way that the Browns and the Cains described. And I can attest from my many years of work that that story that you just heard is typical of farmworkers throughout the areas that I am experienced with, and that is in New York, Pennsylvania, New Jersey, and Ohio.

Our program receives its primary source of funding from the Job Training Partnership Act, title 4, section 402. This particular section of JTPA provides for national competitive funding for the purpose of assisting farmworkers obtain self-sufficiency through stabilized income generated from year-round, full-time meaningful employment. Obviously, a lot of responsibility is placed in the hands of our staff each time an individual or family chooses to make the transition from seasonal employment into year-round, full-time employment. Our job is to assist in that transition and to make it possible for people to move from underemployment into year-round, full-time employment.

We begin working with individuals whose educational level is below high school education and whose annual income is somewhere in the neighborhood of $2,800 per year per person. Obviously, that is a difficult place to begin in working with the issue of employment and training services to farmworkers. In order to do that we also have to provide emergency and supportive services, and the kinds of services that Gina described are similar to the kinds of services that we provide, and I will not take the time to repeat those at this time.

Another important aspect of our organization is housing. Through several sources of funds, we have been working to upgrade housing for farmworkers living in the stream, people who are traveling up and down and are in need of seasonal housing. There is only one program in the country that has any resources to do that, and that is through the Farmers Home Administration.

That program has serious deficiencies and needs major renovation in order to adequately assist in the development of seasonal housing. We have to work primarily with employers because that housing is usually owned by the employer and is in their control.

The second approach that we take is to develop year-round housing using other Federal housing programs like Farmers Home and their rural rental program. We have just developed a 34-unit rural rental project. We put together a partnership with a private developer and through the tax syndication proceeds generated about $58,000 profit to us, which we, in turn, used to capitalize a construction company that is building low income affordable housing, as well as buying land to participate in a homeless housing program supported by the State. We call this the Robin Hood housing development approach.

We also are actively involved in doing employment creation. We develop new jobs through community economic development. We are just about to start construction of a wood products business which will employ between 30 and 50 workers in manufacturing standard-size furniture blanks, which are used by the furniture industry in constructing furniture and desks and so forth. That is an example of us using economic development to employ workers who we are working with in our employment and training program.

We have also just purchased a data entry business which employs 16 people involved in data entry services for local businesses in the Rochester area. This business also has a strong training component, and we will be training workers in the business of data entry.

Finally, we believe that farmworkers are confronted with many problems which can only be solved through changes in local, State, or Federal legislation and regulations. Through our affiliate committee, the Committee for Farmworker Justice, we work to inform public policymakers, such as yourselves, regarding the laws and regulations which currently act as barriers to economic and social self-sufficiency for migrant and seasonal farmworkers.

For example, our organization took the lead in New York to raise the minimum wage from $2 an hour in New York up to the minimum wage of $3.35 per hour. We are also actively involved in the issue of field sanitation right now, in attempting to get toilets in the fields for workers.

I would like to shift gears for a second and talk a little bit about why does this all happen. Why is it that we are confronted with the need for services that we have just talked about and the kinds of programs that Delmarva operates.

There are some characteristics of the work environment within the agricultural industry which cause these things to happen. For example, there are many more farmworkers needing employment than there are jobs. The unskilled work required to plant, harvest, and process fruits and vegetables results in a big pool of entry level positions with few, if any, opportunities for upward mobility through attainment of seniority or new skills because there is no new skills required. The needs of agriculture are cyclical and seasonal. We are tied into a national cheap food policy, which also impacts on the producers and obviously then on the employees. Employers do not need sophisticated seasonal labor management. This means that the workers become victims of a very informal and unproductive management style by employers. And again, the Cains and the Browns described exactly the informality; that no one knows from one day to the next whether there is going to be work. That is a management style problem within the industry. There is no real incentive for increased productivity within the industry. And finally, and I think most importantly, the industry is protected from regulatory labor laws required of other businesses and other industries. This has caused a second-class labor pool which is much cheaper to the agricultural industry than others operating in our country.

Why is training and employment assistance critical? I mentioned the fact that our clients have very poor formal educational training. Of the people we serve right now 75 percent are high school dropouts; 45 percent are limited English-speaking, and, obviously, that is a significant problem. Many farmworkers have never held regular employment in any kind of arena other than in agriculture. And in many places of our four-State operation employers have had little or no exposure hiring and working with minorities. Racism and prejudice create another significant barrier for farmworkers.

The farmworkers that we have served earned an average of $2,880 for their work during 1985, and, obviously, that low income does not give farmworkers any real resources to assist them in transitioning themselves from seasonal employment into year-round, full-time employment.

I made a series of recommendations for necessary changes in the JTPA, title IV, section 402. In consideration of time, I think I will let you look those through yourself. But I would like to focus on four or five recommendations that I have made that I believe need to be considered for changing the industry issues itself.

Goals for an agricultural human resource policy should include—and the first one, I believe, is critical:

As we do in lots of other sectors within agriculture, we ought to guarantee work for all seasonal farmworkers. We have guaranteed income for employers for all kinds of things from milk to tobacco. We ought to be able to at least guarantee work for people doing seasonal employment.

We need to end all the present discrimination in worker protection laws and regulations that impact against migrant and seasonal farmworkers. And those examples go all the way from unemployment insurance, OSHA protections, workers compensation, and several other examples where laws have been developed that exclude farmworkers from protections. Those ought to be eliminated immediately.

We ought to ensure that any Federal legislation developed to assist the industry include provisions for assistance to the farm labor sector. For example, the dairy herd buyout program that was just adopted included no assistance whatever for the workers who lost their jobs because of the shutdown of those farms when they sold their dairy herds. You can repeat that example through any of the agricultural legislation passed. The farm labor sector is not addressed or incorporated into that kind of legislation.

I believe that some kind of ombudsman legislation ought to be developed that would require producers and food processors to negotiate third-party agreements with farmworkers for the purpose of establishing negotiated wages and other employment-related matters. A model has just been developed with the Campbell's Soup Co. and the Farm Labor Organizing Committee in Ohio which has brought together the employers, the farmers, the workers and the processers into a three-party agreement, and that agreement has in fact assisted all three entities and is developing stabilized, better income for the workers as well as for the growers. Somehow that concept ought to be introduced as a way that this industry could begin to negotiate with its workers.

And finally, I believe that the USDA must be required to target much more of its resources and energy to dealing with the agricultural labor sector. It puts a lot of time and energy and money into helping the industry side, the producer side, the grower side; it has very little, if any, examples that it can point to where it assists the farm labor sector, all the way from Cooperative Extension to its programs that it provides throughout the States. So again, I think USDA is critical in addressing some of the institutional structural problems impacting on migrant and seasonal farmworkers.

Later, if there is time after the others have provided testimony, I would like to comment a little bit about what changes I believe ought to happen in JTPA for the employment programming. But I have tried to present an example of one organization that is tying together employment and training with job creation opportunities through economic development and supportive services to try and meet the needs of workers living and existing in the kind of life that the Cains and the Browns just described.

Thank you very much.

Chairman LELAND. Thank you very much.

[The prepared statement of Mr. Mitchell appears at the conclusion of the hearing, see p. 74.]

Chairman LELAND. The Chair is going to recognize the gentleman from New York out of order in order that he may question the witness before he has to depart.

Mr. GILMAN. Thank you, Mr. Chairman. I regret that I have another committee that is conducting a hearing at the present time, and I am going to have to go over there.

Mr. Mitchell, we welcome your testimony. I would just like to address a few questions to you. First of all, where does your major funding come from, which title, which agency?

Mr. MITCHELL. It is JTPA, title IV, section 402. It is nationally administered funding as a section of the Job Training Partnership Act.

Mr. GILMAN. Has that funding been decreased, increased, or remains status quo?

Mr. MITCHELL. It has been decreased considerably from the CETA years to the present JTPA years. We have just experienced approximately a 4.3 reduction because of Gramm-Rudman, but previous to that our allocation had been diminished, so that we have lost throughout our system approximately 15 percent. Therefore we have, over the last 12 to 18 months, dropped about 20 percent in funding totally.

Mr. GILMAN. Now you service four States, is it—New York, Pennsylvania, Ohio, and?

Mr. MITCHELL. New Jersey.

Mr. GILMAN. New Jersey. And how many people do you service through Rural Opportunities?

Mr. MITCHELL. In a year's period we provide services, including supportive services, to approximately 5,000 people.

Mr. GILMAN. How many employees do you have in your organization?

Mr. MITCHELL. Total organization, 220.

Mr. GILMAN. And you service 5,000 people. What is your total budget?

Mr. MITCHELL. Total budget is about $5 million. The dollars that I just indicated for the numbers of people we serve include our housing programs and all of the other services. So within our employment and training program alone it would be about 150 workers—150 employees.

Mr. GILMAN. And what percentage of the $5 million is attributed to administrative services?

Mr. MITCHELL. We are limited by the regulations to 20 percent administration.

Mr. GILMAN. And the rest of it is direct services to the migrant workers?

Mr. MITCHELL. The rest is direct services to clients. Exactly.

Mr. GILMAN. How much of that is spent for nutrition?

Mr. MITCHELL. We can only spend—total for supportive services, and nutrition is a part of that, 15 percent of our grant. That is one of the limits that JTPA has placed on us.

Mr. GILMAN. Fifteen?

Mr. MITCHELL. Fifteen percent. That includes all of the emergency services such as transportation, food, clothing, and those kinds of things. That is why the program that Gina spoke about losing its resources for nutrition has impacted on us, because we have not been able to get those resources to provide emergency assistance to people.

Mr. GILMAN. And is this standard throughout the country, these percentages?

Mr. MITCHELL. Yes.

Mr. GILMAN. How much for health, what percentage?

Mr. MITCHELL. Again, health is limited—total, all supportive services including health, food, clothing—anything that is considered a supportive service to training is limited to 15 percent of our grant.

Mr. GILMAN. Each one?

Mr. MITCHELL. No; total.

Mr. GILMAN. Fifteen percent for all of it.

Mr. MITCHELL. Total, exactly. We have to spend 85 percent of our grant on employment and training.

Mr. GILMAN. Employment and training.

Mr. MITCHELL. Right.

Mr. GILMAN. Well, how much of the funding do you actually use for training? And what sort of training?

Mr. MITCHELL. We provide a series of training opportunities for workers. We contract with local school systems, and vocational and technical schools for training in auto mechanics, in food preparation, in computerized training and similar vocational training programs. We have a wide range of training opportunities available to workers that we offer to develop skills and to promote workers into year-round, full-time jobs.

Mr. GILMAN. Of the 5,000 migrant workers that you service, how many take advantage of the training program?

Mr. MITCHELL. I was going to comment on that. In the four States last year we placed 560 workers into year-round, full-time employment through our training programs. Those 560 workers total average placement cost was $5,600 per person, to do that transition from seasonal employment through training into an unsubsidized job.

Mr. GILMAN. Do you think that the formula is appropriate, to apply that much to training and that little to supportive services?

Mr. MITCHELL. No, I don't. I think that the performance standards that JTPA has placed on organizations like ours has driven us out of the supportive services and emergency services arena into almost 100 percent employment and training. And while that employment and training is very good for those workers who get it, we are being forced to leave a lot of people in need because other resources don't exist out there.

Mr. GILMAN. Is anyone filling that vacuum?

Mr. MITCHELL. Not nearly as well as they ought to be. Because all the Federal resources and State resources for emergency assistance has been cut back.

Mr. GILMAN. Now, has this 15 percent formula been devised recently?

Mr. MITCHELL. That was written into the JTPA language—the Job Training Partnership Act—when it was adopted in 1973.

Mr. GILMAN. So it has been that way since 1973?

Mr. MITCHELL. Under the CETA years, CETA was adopted in what—1972? Job training was adopted in 1981. Since 1981 the 15 percent limit has been placed on us.

Mr. GILMAN. Since 1981?

Mr. MITCHELL. Right.

Mr. GILMAN. And before that you were able to provide a great deal more supportive services?

Mr. MITCHELL. Yes.

Mr. GILMAN. How much more were you able to provide?

Mr. MITCHELL. We, as an agency, were spending about 25 to 30 percent of our grant in supportive services prior to that time. So we have had to significantly cut back outreach services, for example. Being able to go out and reach out to people has been totally eliminated through the Job Training Partnership Act.

Mr. GILMAN. Now you mentioned the bargaining arrangement that was successful in one area. Was that done through the agency, the bargaining?

Mr. MITCHELL. No. That was a private arrangement put together between Campbell Soup Co. the growers, and the Farm Labor Organizing Committee. I think what I am commenting on is that there needs to be a format. There needs to be a structure under which that kind of an arena could be developed short of—what FLOC had to do in that case was to work for about 5 or 6 years on a national boycott of Campbell Soup products in order to bring Campbell Soup to the bargaining table. I think there are better ways than using a boycott in order to make that happen.

But the balance of power between the employees—the workers and the industry is so tremendous, there is such an expanse between the difference of power that there is nothing that really requires the industry to go to the table and talk with workers. We have more workers than we have need for. So we have got to have some way of developing some more formality within the industry or we are going to have this intermittent, seasonally disrupting kind of employment pattern that we see throughout the country.

Mr. GILMAN. Mr. Mitchell, we heard some testimony earlier about the lack of housing in some of the other States. How do you find it in your region, is there adequate migrant housing?

Mr. MITCHELL. I could never say that housing was adequate for workers. The best housing in New York or any of the four States we are in is not the housing that I would have put myself or my family into, nor do I think anybody here would put themselves into. I would say 90 percent does not include indoor toilet facilities, running water, those kinds of services. Most of them are cement block structures that are built to house families, you know, like a cheap motel; that is the best way to describe them. And when you put several people into one room and that is your way of existing, that is certainly not adequate housing. And that is the kind of housing that exists as a run of the mill.

So, no. It is not unsanitary for the most part. In Orange County, for example, the Orange County Health Department does regulate housing and it does keep track of the health conditions. But in the best of the conditions that kind of housing is not adequate for people living in dignity.

Mr. GILMAN. Thank you. Thank you for your testimony. Thank you, Mr. Chairman.

Chairman LELAND. Thank you.

The other witnesses may proceed. The Chair would ask the witnesses, if they can, to summarize their statements and know that the committee will keep the record open for your full statement for the purpose of the record.

STATEMENT OF DAVID R. SMITH, M.D., MEDICAL DIRECTOR, BROWNSVILLE COMMUNITY HEALTH CENTER, NATIONAL MIGRANT CLINICIANS NETWORK

Dr. DAVID R. SMITH. Mr. Chairman, I certainly welcome the opportunity to comment today on the issue of hunger, particularly in the migrant family. I also want to recognize the Chair's efforts in migrant health and community health in the State, which we appreciate greatly, particularly in areas such as the valley, as you have noted, being one of the poorest areas in the country at this time.

Perhaps what I would like to do first is just briefly talk a little bit about the valley, as it being a major home base for a number of migrants, and reflecting on the issues of hunger and malnutrition and as they relate to health care.

I think as many of you are aware it is one of the poorest areas in the country. Our community recently had the dubious distinction of being rated the third poorest metropolitan area in the United States, and our health center does serve about 4,000 migrants in that area.

Our problems at this time really end up being one, often, of access. The migrant farmworkers, I would like to just for a few minutes talk a little bit about their problem specifically as it relates to hunger and malnutrition, and health care. I think it is difficult to tease out the two issues of hunger and malnutrition and health care because it is a vicious cycle in this population, particularly where it relates to the issue of field sanitation and also to the living conditions. What I find as a pediatrician is that I can eradicate one parasite and find in 3 weeks I am treating the child for the same organism because of the fact that the patients are reintroduced into the same setting. This is common, as you are aware, with the living conditions both up and down stream.

There is a recent study that came out of the Delmarva area by Unger, and others, which demonstrates that about 34.2 percent of the people that they surveyed in a migrant health camp were infested with parasites. And being aware of other Third World literature, this is very comparable to the same infestation rate or prevalence rate that we see in Third World countries.

I suppose if there is a theme in this overall, hunger, malnutrition and health, is that in fact it is a Third World situation. We have already heard testimony about the living conditions, and certainly the crowding which, from a health standpoint, further exacerbates the problem that we see.

If I could just for a minute reflect on a couple of cases. We have heard about the Cain family, but perhaps reflect on a couple of cases that will give examples of what we have to deal with.

I think perhaps one of the best within the testimony is the fact that we dealt with a little 4-year-old Hispanic female of a migrant family which presented to us with a long chronic history of failure to thrive. The child was much below growth percentiles. She also was developmently delayed. She was not talking at the time, she had failed certain milestones as far as growth and also development of fine motor control. She presented to us, though, acutely with a diarrheal illness, was markedly dehydrated at the time and required medical treatment.

I might comment that many of these families in fact in the lower Rio Grande Valley, and any of the border areas, actually receive some of their medical care from Mexico. The comment was made about the status of illegal aliens. We, in fact, have done a recent survey of our new clientele, which are running at the rate of about 400 new patients a month, and found that 40 to 45 percent of our patients at some time or other have sought care in Mexico. And these are legal residents and citizens. I would go so far as to say that we even had to send one of our U.S. citizens to Mexico for a caesarean section because she could not afford the deposit to get into a hospital in our area.

The girl did present to our health center. We were able to, through some manipulations, get her into a hospital setting. I might mention we do Medicaid screening in the health center itself so that we can try to get the people into a situation to pay for their care in advance. She had lost well over 10 percent of her body weight, which, as I had mentioned before, from the start was already undernourished. She was found to be anemic, and iron deficient, at the time of presentation. And in fact, she was demonstrated to contain two organisms in her cultures, which included amoebas, which are not uncommon, and also shigella, a bacterial form of diarrhea illness.

She required a prolonged stay in the hospital, more than we normally anticipate or see in children with this particular peroblem. I would directly attribute that to her undernourished state, and her anemia. It was difficult to refeed her, and she could not tolerate it because of her malnourished state.

The second case, which I won't elaborate on very greatly, was a 1-week-old, in fact, that was infested with parasites because the migrant family was preparing the child's formula with water that was contaminated with amoebas, which are again a form of parasite. What we often see, and this case reflected it, is the ground water from which the family will often get their water, their potable water supply and also bathing, and, of course, the children play in it, is usually contaminated with these particular organisms. And whenever it rains the outhouses overflow, because most of the dwellings do not have any form of plumbing, and it reinfests the water supply, and also with other organisms and diseases such as hepatitis.

I think that one other point to be made specifically about the valley, and I am sure it is true of many home-base situations, we have, in fact, looked at the school dropout rate within migrant farmworker children. We have a large percentage of children in school in Brownsville, and we have found that 55 to 60 percent of them will drop out of secondary school. Discussing this and surveying these children and families to find out why it happens, it again relates to hunger and malnutrition. The children end up, the priority is one of providing food on the table for the families, so these high school students will dropout, cut lawns, or do whatever they can in the meantime just to provide some sort of sustenance to the family on the table. I would venture to say that as far as priority goes it is certainly a Third World priority just to provide food first and to forego the educational needs

What I would like to do just now briefly is go over some of my recommendations, briefly discuss the clinical network which has developed through the help of the Office of Migrant Health and the Health and Human Services Bureau.

Chairman LELAND. Doctor, before you continue, can you comment on the number of migrant workers who you consider to be undocumented workers?

Dr. DAVID R. SMITH. Sure. We, in fact, keep those sort of records, although we are not the INS. We see, just about overall in the clinic, about 2 percent of our population.

Chairman LELAND. Two percent?

Dr. DAVID R. SMITH. Two percent out of 28,000 patients, 100,000 encounters. The majority of those are transient visits. In fact, most of them end up becoming what I call, to whom it may concern letters. The private sector and private hospitals advertise across in

Mexico for patients, and when they cannot provide the financial support to pay for those services, they usually end up at our door. A number of cases of leukemia and other problems are very serious and require service, then as a physician we provide those.

But it is not a significant portion of either our spending or of our time. But there is some need in that area. And as I said, in fact, more of our patients go across and place a burden on the Mexican system I think, certainly from our statistics that we have at this time.

What I would like to discuss briefly is the fact, as you are aware, most of us are using the same statistics today. I think it is critical from some work that has been done, by Valerie Wilk and others, that in fact the data and research available on migrant farmworkers and seasonal farmworkers is limited. It is difficult to get a handle on them. In fact, we are seeing many new migrants developing in the valley. Because of the economy, people are finding this as an alternative to employment. And what we have found in our health center is people that have never migrated before heading north at a much greater rate than we had anticipated.

I think the research needs to be supported. I think the new movement within the Office of Migrant Health and Bureau of Health Care and Delivery Assistance to address the clinical needs of migrants with the assistance of the National Association of Community Health Centers has been critical. We have formulated a group of clinicians, nurses, pharmacists, nutritionists, and the assistance of the nutrition department through the Office of Migrant Health to try and address these issues of continuity of care, of transfer of data, of standardizing protocols, outreach for migrants, lengthening clinic hours to anticipate the need of after hours services. I think these are keys as far as service goes to be handled.

From the standpoint of research, I think this is also a body that can deal with that. I think we have been trying to coordinate our efforts to look at the areas of need and research so that we can substantiate the programs and money that we are going to need to deliver the care.

I think others will discuss, and food stamps certainly have been discussed previously, the eligibility for food stamps and providing some kind of conduit for them to get those while they are either downstream or upstream. Particularly in an upstream setting it is critical.

I think I overall can sum up my recommendations since they are before you is that I am talking about again coordination of care and services, and having a setting where you don't have to go off to WIC and off to food stamps, and you go to your health center. They simply can't leave the job site to do that, and they may be punished by doing so. We have actually instituted a program of doing the screening for WIC and Medicaid within our own centers so that the family can get everything done at one time, and try to get the eligibility system set so that they can get back to the job and we can get them qualified for the program they need. I think this needs to be promoted.

I think the other problem we run into is standardizing Medicaid eligibility. An example of this, I flew one migrant woman to Colorado. I am sure that the Bureau of Health Care and Delivery Systems wouldn't want me to discuss using my funds for that, but I had to because she couldn't afford the $3,000 deposit for the C-section she required for delivery. And we flew her to Colorado because she was eligible for Medicaid there and not within our valley. But as they cross State lines and are required to do so, the eligibility standards change, and you will find them shifting from one State to another where they are eligible to receive those services. And of course, as we know, that may not be medically timely.

I think the issues of WIC will be discussed shortly. Again, I think to avoid duplication it is critical, but it is an essential service for these families and we certainly see the benefits, particularly in areas of anemia and infant health.

Chairman LELAND. Doctor, on the question of the woman who had to have a C-section, do you think it would be helpful if there was some system in place, or some measure in place that would allow for this woman to be treated in Texas and possibly get reimbursed from Colorado, so that she wouldn't have to suffer the burden of the $3,000 hospital cost?

Dr. DAVID R. SMITH. Yes; that is a deposit.

Chairman LELAND. That is very disturbing.

Dr. DAVID R. SMITH. It takes time, too. You may spend 3 or 4 hours on the phone trying to arrange these particular maneuvers when you could be seeing patients at the same time, which I do. In fact, she was a resident of our area initially. And it was only because of the inability to access some of those programs that she became a Coloradan.

Chairman LELAND. I would like to recount a story regarding health care accessibility from my political experience in the Texas State Legislature. We had a constitutional convention in which I authored a measure to provide every resident of the State of Texas the right to qualitative and adequate health care services. Had the measure passed, we would have had some protective provisions for people such as your clients who might not have been permanent residents of the State of Texas, but who were residing in Texas. I am truly sorry that the constitutional measure failed.

Dr. DAVID R. SMITH. And as you aware, the Indigent Health Care Program which was passed at a lower level of funding is in jeopardy, of course, with the budget deficit in Texas.

The one final condition that we do see related to this, and it is, in fact, exploding, is the issue of obesity within the population—it sounds funny when we are discussing hunger, but it is consistent. It is malnutrition. They are taking the empty calories, the rice, the beans, and filling up with these types of starches. And in fact, obesity is a key issue that I think the Academy of Pediatrics and others are now looking at, but I think it is also something that this clinical network is going to need to address.

Thank you.

Chairman LELAND. Thank you.

[The prepared statement of Dr. Smith appears at the conclusion of the hearing, see p. 89.]

Chairman LELAND. You heard Mr. Cain earlier say that you can just look at his children and see they are healthy. Maybe at this point you would like to admonish him that appearing healthy does not always mean being healthy.

Dr. **David R. Smith**. Well, I think Dr. Leland—— [Laughter.]

That you were very appropriate with your comments to the family. You know we do see a lot of chronic abdominal pain within these families and often it ends up being a parasitic infection. So that in fact to let it go can be rather disastrous because that healthy look can soon go away, and in fact, it can be misleading because it can really reflect an issue of malnutrition. And with this population being—particularly the Hispanic portion, being particularly vulnerable to adult onset diabetes, this state of obesity can complicate the problem. In the black and other races where hypertension becomes a critical issue, again it is an important relevant complicating condition. It is a vicious cycle, with the malnutrition, high salt intake, and others, of perpetuating their problem.

Chairman **Leland**. Very good.

Mr. Strothmann.

STATEMENT OF JAMES C. STROTHMANN, STAFF ATTORNEY, MIGRANT LEGAL SERVICES, SOUTHERN MINNESOTA REGIONAL LEGAL SERVICES, INC.

Mr. **Strothmann**. Mr. Chairman, I want to thank you for inviting me to come and share my recommendations for increasing migrant participation in the Food Stamp Program with you. You have heard a lot of testimony today, and from your opening statement I know that I don't have to go through any introduction about the increasingly desperate plight of migrant workers. So I won't do that. I do want to share with you a little bit of the background of migrants in the States where I work, which is Minnesota and North Dakota.

As you are undoubtedly aware, most of those migrants, I would say 95 to 98 percent of those migrants come from south Texas, and the vast majority, again 95 to 98 percent speak Spanish. I have only had maybe three clients in the last 2½ years who did not speak Spanish as their primary language. That creates a real problem in terms of access to food stamps right there.

We did a survey for the National Legal Services Crop., and they require us every couple of years to survey our client community to determine what kinds of legal issues are most important to them. In 1984, which was our last survey, we learned from migrant responses that two out of every three migrants in North Dakota listed food stamp problems as their No. 1 legal issue above employment-related problems, above any other kind of social services problems, above consumer problems, whatever. Two out of three.

That wasn't real surprising because North Dakota historically has been a very difficult State for farmworkers and food stamps. Minnesota, however, has been the lead State in the country ever since the *Gutierrez* v. *Butz* decision in terms of implementing services to migrants in the Food Stamp Program. And even in Minnesota, almost half of our respondents in the Minnesota part of the survey listed food stamps as their No. 1 legal problem as well. So that is one reason I am here, because it is a very critical priority for our own client community.

Most of the people, as I say, that we serve come from south Texas, and we are seeing increasingly large numbers of people who have not done farm work before. This is a particular difficulty when it comes to accessing not only food stamps, but other Government assistance programs as well. Many of these workers do not know even where the local migrant service organizations are located. They have no idea where the food stamp office is, where the welfare office is, where the hospitals are, and what is going to be required to qualify for services in the new States in which they are now appearing.

What I would like to do is focus on some specific problems that I see based on my background with the Food Stamp Program and specific recommendations to increase farmworker access to those programs.

One of them is the problem with the household definition. As you know, the *Lyng* v. *Castillo* case in the Supreme Court was recently decided, and it upheld the current USDA regulations and the statutory distinction between family members who are uniformly treated as being one household and nonfamily members who were able to qualify as separate households. The Supreme Court has spoken. At this point we are talking about legislative solutions, no longer court or legal solutions to that.

Here is the problem, and it is tied into what other witnesses on other panels, particularly Ms. Tieg, were talking about. There is an increasing shortage of migrant housing, particularly in areas where migrants have traditionally lived on the farm rather than in large labor camp settings. As you know, in the Midwest we generally do not have a lot of large labor camps. What we primarily have is family units who travel up and work on small farms, or maybe on larger farms, but on farms that are not corporate farms that employ hundreds of workers.

And the typical housing stock for those families is the old abandoned farm house that the farm family no longer lives in because they have built a newer house or perhaps a trailer that has been brought onto the premises in recent years. Increasingly those houses are coming into disrepair. Obviously, farmers have a lot more immediate needs to spend their money on than improving the housing stock of something that doesn't produce immediate income for them.

What that leads to is a severe shortage of housing. We are seeing, actually, larger numbers of migrants than we have seen in the past as a result of the severe economic problems in south Texas. What that leads to is a lot of migrants chasing very little housing and the requirement that people double and triple up on housing within extended families. The problem is that many of those people don't live together in Texas, but they are forced to live together up in the northern stream States because there simply is no other housing available. It is either that or the streets.

The household definition creates a problem in two ways. One is it diminishes the amount of food stamps which are available to these very low-income households. And second, the impact of the household definition on another key component of migrant access to food stamps, which is expedited service, can be really traumatic and severe. As you know, several years ago Congress tightened up on expedited service by imposing a $100 cash limit on the availability of expedited service. A $100 in liquid resources. I have had clients this year who have come up in extended family groupings of, say, three families which are related very distantly by marriage and where there may be 22, 24 people in a family, 16 of them kids, and yet who are not eligible for food stamps even though they have no job, no significant amount of money, and no prospects for work for several weeks. Because of those 24 people they may be able to scrape up the $5 apiece among them which would be sufficient to disqualify them from expedited service in food stamps. It is a really critical problem.

That same family that I am talking about, by the way, is going to be a plaintiff in a lawsuit against one of the Minnesota counties because one of the other problems that we see increasingly, and it is again related to the housing shortage, which is that migrants are in need of not only food stamps but also housing help. And partly because migrant service organizations, as Mr. Mitchell was describing, no longer have sufficient funds to provide that kind of help, people are turning to the AFDC Program, and especially the AFDC Emergency Assistance Program, which have very high State and county financial participation. Counties are very reluctant to provide AFDC or AFDC emergency assistance to nonresidents, or to migrant workers.

In Minnesota, the State has adopted an option the Federal Government offers to provide AFDC and AFDC emergency assistance to people who come into the State looking for work, which obviously includes migrant workers. The trouble is that counties will try almost anything to avoid having to pay out those kinds of funds. The specific household that I was mentioning ended up spending 2 weeks living first in alleys and later in an abandoned grain silo until we finally found out about them and were able to get them in and get them served. Well, they have got a case which probably is worth some money in terms of damages, but in terms of avoiding immediate suffering there wasn't much that could be done.

The reason I mention that is because, as you know, the Food Stamp Program has a requirement that applicants for food stamps also be referred to other assistance programs, public assistance programs for which they may be eligible; and AFDC is the primary one of those other programs.

That dovetails with another problem which I think is universally not observed and across the country is a real problem. That people who apply for food stamps are forced to go through separate interviews. Are not provided the single joint interview which the food stamp and the AFDC legislation calls for, but instead are made to go back for separate trips, separate appointments. A lot of wasted driving time, missed days of work—real severe problems in that regard.

I really think in terms of the household definition, to go back to that, that there has to be some change to recognize the severe hardship that that household definition creates on families which do not ordinarily share their income and resources. If you have just one holdout out of those 20 or 24 people that might be in that household, you can effectively deny people food stamps. Even if it just results in a several week delay while they go through the normal processing, that is a really severe problem given the fact that when people arrive in Minnesota from Texas, they have just completed a 1,500-mile trip, they frequently have not had work of any substantial degree since they left Minnesota the preceding fall, and, you know, have very little in the way of financial resources to tide them over. It is a really severe problem.

One of the other problems that we see, and it is related to the new people that we see coming in, is there is tremendous need for outreach because we are seeing more and more people who have never done farm work before or who are new to the area. That will require a law change because, as you know, the Government currently prohibits States from spending Federal money on outreach for food stamps.

One of the things that I would very strongly recommend in terms of bridging the gap between the time when migrants first apply and when they begin receiving food stamps is that this committee look very strongly into the prospects of increasing funding for programs, such as Ms. Miserendino's, that operate community food and nutrition programs or in the past have operated those kinds of programs.

The Minnesota migrant council is a conduit agency for a number of States and has run that kind of a program in the past. They still get some funding from the Department of Labor. A very small amount of funding to provide emergency food and shelter, and also gas money to help people look for work. This year the Migrant Council ran out of their funds from the Department of Labor for that purpose on July 21. Our migrant season lasts until September in terms of large numbers, and maybe 25 percent of our migrants remain through October and even into parts of November in sugar beets and potatoes. There is a tremendous need for additional funding for those purposes. That particular agency just on food assistance alone in the past year, from October of 1984 to September of 1985, provided the equivalent of about 120,000 meals to migrant workers, which were meals in addition to what the Food Stamp Program and other assistance programs provided.

One of the things that I think is really important for migrants is to recognize that the Food Stamp Program was never designed to be responsive to migrant needs. And it is like pulling teeth to get bureaucrats in State agencies, or even at the Federal level, to respond to that. Now I know that Congressman de la Garza and Congressman Panetta have been very instrumental over the last several years in protecting migrants from some of the cutbacks that have been imposed on the general food stamp population, and those have been really important actions. But the underlying factor is that migrants really are not like a lot of other people who get food stamps. Their working conditions are quite different. The instability of their income is dramatically different. The problems that creates for providing verification of income is really tremendous.

One of the things, and this is true particularly for Hispanics farmworker. It is not necessarily so true for east coast migrants. But for Hispanics that I have worked with, you are talking about people who have had frequently very low levels of formal education, and those levels of education may even have been obtained in Mexico. People who, if they are lucky, have young children in the family who speak English, but who very frequently do not have adults who are competent to engage in official communications in

English, in speech, or in writing. They are faced when they come to States like North Dakota with a 40-page application form for food stamps. It is a combined AFDC-public assistance application form.

In Minnesota, they use a much shorter form. In Wisconsin, which is a fairly progressive State, they also use a nearly 40-page application form. It is simply impossible for migrant workers on their own to fill out these kinds of forms. Traditionally, State agencies have relied on organizations like legal services or on the migrant councils, the migrant service organizations, to help people fill out those forms. But those organizations don't have the funds anymore to allocate time to doing that, and it is going to be extremely important for State agencies themselves to allocate the time to fill out those forms.

However, that only works if the migrant has enough aggressiveness to ask for that kind of help. And a lot of the people we work with are fairly intimidated by working with State agencies. What would be of tremendous help to them as they go from State to State through the migrant stream would be to have a uniform application form, simplified for migrants, that would be consistent from State to State to State, so they would always know what verification they needed, where on the form the information needed would be put so that once they learned how to do it they could do it more easily in the future.

Back in 1980 when Bob Greenstein was the head of the Food and Nutrition Service, I spoke with him about this particular problem. At the time he indicated that he agreed that that would be a valuable addition to increasing migrant participation in the Food Stamp Program, and he indicated that 1981 might be a very good year to implement that. But as you know, there was a change of administration from 1980 to 1981 and that did not happen. I think there is a real tremendous need to reexamine that particular proposal, and to do one other thing, which would require either administrative action or possibly legislative action, and that is this: Migrants as they travel from State to State are subjected to not only different forms which can be intimidating to fill out but also to different issuance systems. It is extremely critical to migrants that they be issued their food stamps consistently on the same day of the month as they travel through the stream, so that they are able to budget their food assistance dollars in a reasonable fashion.

For instance, in North Dakota some years ago, actually 2 years ago, before USDA required them to make a change, North Dakota was issuing food stamps on the 25th of every month. Migrants were coming in from Texas, having been issued at the beginning of the month, and being forced to wait until the end of the next month before they could get their first allotment of food stamps. Or if they got their first allotment because they qualified for expedited service, they would have to wait almost 2 months to receive their second allotment.

There was a change in the legislation in the 1985 farm bill that seeks to ameliorate some of the problems of transition as States now are allowed to go to staggered issuance throughout the entire part of the month. I am a bit concerned that that protective legislation may not be sufficient to deal with the kind of problem that I am talking about. What I think really needs to be done for migrants as a separate population is to require that they be normally issued their food stamps toward the very beginning of the month, in the first 5 or 6 or 10 days of the month, rather than staggered throughout the month at any period of time, because of the fact that as they move from State to State, if you are not consistent in when they receive their food stamps, you are going to have problems with too many food stamps at one part of the month, too few at another. As you know, there is a problem already with food stamp allotment levels being sufficient to carry a person through the month and this would only exacerbate that problem. So I commend that particular recommendation to you. I think it would be a significant help not only in increasing access to the food programs, but also in maintaining proper nutrition levels throughout the entire balance of the month.

I have made a number of other recommendations in my written testimony which I have submitted to you, and I hope that you will have a chance to look at those as well.

Chairman LELAND. Thank you. I assure you that we will.

[The prepared statement of Mr. Strothmann appears at the conclusion of the hearing, see p. 94.]

Chairman LELAND. Sister Shannon.

STATEMENT OF SISTER JOELLEN SHANNON, SP, ASSISTANT DIRECTOR, EAST COAST MIGRANT HEAD START PROJECT

Sister SHANNON. Thank you very much. I am the assistant director of the East Coast Migrant Head Start Project. We are a nonprofit corporation funded by the Migrant Program Division of ACYF, Department of Health and Human Services, to serve migrant children ages birth to 5 years and their families in a comprehensive Head Start Program designed to serve multicultural, multilingual children. We began in 1974, funded to provide continuity of services to migrant children and their families. We presently contract with 15 delegate agencies and have 65 centers in 11 States, and operate our own 10 center-based operation in Florida.

We presently are serving 4,500 to 4,800 migrant children annually. The children are transported to and from the center, are served between 10 and 12 hours daily while their parents are in an area to work the crops. Centers are open for 8 months in Florida and vary according to the crops in other east coast States. The families we serve are predominantly of Mexican-American heritage, American black, Haitian, some Guatemalan, and some white families are also served. This multicultural population presents us with programming challenges in meeting the individualized needs of migrant children.

From 1980 to January 1986, we have served 21,623 children, between 70 and 75 percent under the age of 3. Of that number 3,814, or 17 percent, have been diagnosed with handicapping conditions; 60 percent of the total diagnosed are suffering with health impairments.

In a cursory look at the handicapping conditions presented during the 1985-86 fiscal year, the following breakout is most revealing: nutrition deficiencies, 2.5 percent; failure to thrive, 2.2 percent; anemia, 2.2 percent; and malnutrition, 2 percent. Thus, 400 to

450 children, or 8.9 percent, suffer from nutritional related diseases. Our children are chronically ill. The number with handicapping conditions continues to increase.

We are gifted as a migrant Head Start Program to serve infants and toddlers. Getting them early stabilizes their health and truly offers them opportunities to reach their potential. But throughout East Coast we have long waiting lists. In Belle Glade, FL, we serve 100 children daily, but 350 to 400 children are on the waiting list. In Florida, we are only funded to serve 12 percent of the 16,000 children presently in the State. Two weeks ago in Parksley on the eastern shore of Virginia we were serving 100 children; on the waiting list were 100-plus children. Nationally, it is estimated that 217,480 migrant children between the ages of zero and 5 years are eligible. Funding allows services to only 18,000, or 8 percent, of the need, which breaks out to between 300 and 350 centers.

The families, of whom you have met a couple this morning, are hardworkers striving to make an honest dollar picking the food we daily enjoy. They are challenged to migrate, following the crops; thus, they are subjected to crowding living conditions where there is often inadequate refrigeration, inadequate space to prepare food, poor water, and lack of sanitation facilities. Mothers more often than not do not receive prenatal care and, because they must continue to work while pregnant, expose themselves to severe risks such as premature births, miscarriage, accidents, falls, and birth defects occur. This is documented in the written testimony being submitted.

Because of the lifestyle and migrancy of our children, continuity of services has always been the prime goal of East Coast Migrant Head Start Project. To achieve that goal, we have a unique organizational structure and have established and implemented specific development of a health continuity record and developmental education continuity record. Both these records are carried by parents from center to center as they move to ensure that services for the children or child are ongoing and promote optimum development.

The health record contains basic essential information on immunizations, screenings, nutrition, et cetera, migrant parents in Migrant Head Start are critical actors and decisionmakers. They are volunteers, paid staff persons and parents. Through their participation on center committees, policy committees, and the East Coast Migrant Head Start Project Parent Policy Council, they directly affect the nature and operation of the program in operation with the East Coast board and the East Coast executive director. They are enabled to become skilled and self-actualized to seek other opportunities for personal and professional growth.

Growers and farmers are provided with an important fringe benefit when a Migrant Head Start center is available. The presence of a center tends to stabilize the work force. It offers freedom from worry about the children who might otherwise come with parents to the groves or fields. Although growers and members of the agricultural community are on our board, this potential must be further explored.

East Coast Migrant Head Start Project works cooperatively with WIC, USDA, Migrant Education, Migrant Health, and various other national, State, and local agencies and groups to more adequately serve migrant children and their family. We are blessed at East Coast Migrant Head Start Project to be closely associated with migrant farmworkers and their families. Their needs are more than we can attend to, so we make several direct recommendations to you, Representative Leland, and your committee.

First, that USDA be funded to enable Migrant Head Start to provide either one more meal or a generous snack when the program is 10 to 12 hours per day. We find in our exposure that the meals the migrant children enjoy in our centers are sometimes the only nutrition they enjoy in a day, and the cutback in USDA has severely hurt the program we are able to offer to these children.

Second, that Migrant Head Start be funded to serve at least the same percentage of its population as regular Head Start serves. National Migrant Head Start serves 8 percent, whereas national Head Start serves 16 percent.

Third, that Migrant Head Start receive the same dollar amount per child that regular Head Start receives. East Coast's dollar per child per hour cost is $1.36; national Head Start is $2.59 per child per hour, and yet they offer services for only 5 hours a day.

We urge you, Representative Leland, and your committee members to do all in your power to support migrant farmworkers in their concern for the health, nutrition, and educational needs of their children.

Thank you for this marvelous opportunity and for all you do to enable the American dream to become true for migrant children and their families. Thank you very much.

Chairman LELAND. Thank you very much.

[The prepared statement of Sister Shannon appears at the conclusion of the hearing, see p. 101.]

Chairman LELAND. Let me inform the panel, especially in light of the last comment on the part of Sister Shannon, that the members of this committee are very much devoted and committed to trying to do all that they can to alleviate the many problems that you have alluded to this morning. The committee will do all that it can to try to help. Sometimes we find it rather difficult when we are under such grave financial constraints, especially when we pass policies that impose the kinds of restrictions on spending that we have. I believe personally that our priorities are sometimes rather misguided and misdirected. I am greatly disturbed that we spend so much money on military might while assistance for the migrant population of this country—people who move from place to place just to find a job to eke out a living for themselves and their families—and other disadvantaged groups, are not regarded as a priority in this country's public policy. I am not speaking in a partisan way, however, I am addressing the question of where our priorities are and where they ought to be.

It is a very, very frustrating experience, to be here in Congress, in the seat of world powers and realize that people suffer from so much pain and anguish because they cannot feed their child, feed their families, or even themselves.

Let me get off my soapbox and address the business at hand. Mr. Mitchell, if many farmworkers live in labor camps run by growers and these camps have cafeterias, why do shortages of food and housing keep surfacing as critical problems for migrant farmworkers?

Mr. MITCHELL. It is true that there are a lot of commissaries operated in the labor camps, but those commissaries are operated by the contractor, the crew boss, and the resources to pay for that food comes from the workers. There is no other source of money to pay for that food unless food stamps become available. And the point being made about the food stamp problem, tie that into the commissary and often it is to the contractor's benefit. It hurts that person's income to allow food stamps to be brought in. So it is a detriment to the business side of the commissary to work with food stamps. So there is a disincentive to let a contractor take people down to get food stamps or let food stamps come in.

That whole idea of the farm labor contractor running the supply for food is one of the places that oppress workers the most. Because they have total control then by the contractor to manage their work lives, their sleeping lives, their food lives, and their recreation lives as well, so that all of that is tied together with a person who has ultimate power because of transportation, location, and control of their resources.

So in fact, there is no connection between better food and a cafeteria or commissary being run in a labor camp.

Chairman LELAND. Do you know what we can do as Members of Congress to improve the accessibility of food stamps for migrant farmworkers?

Mr. MITCHELL. There are several recommendations that have been made, and my experience supports all those. The ability to get food stamps to people, or get food to people on a quick, easy basis is probably the biggest barrier. The 40-page application is typical throughout our experience, and the ability to do that, to slow that down by a bureaucrat who wants to slow it down is unlimited. There are millions of ways to prevent food stamps becoming available to workers. If you want to do it, you can make four or five trips out of a simple thing of getting the form filled out. And that happens. Our workers spent hours upon hours upon hours transporting people back and forth to food stamps.

And when Mr. Gilman asked us that question, our organizations that are funded by the Job Training Partnership Act have been basically cut to the bone to be able to do that kind of stuff. We really have had to cut back a lot to do it, and I am sure that is true with Head Start, I am sure it is true with the migrant health programs, with education. No federally funded program wants to provide outreach that provides transportation assistance to people. They just don't think that is where their dollars should be going. They should be going to teachers or to doctors or to employment and training people or to whatever it is they are paying for. But they don't recognize that the farmworkers are often stranded with no resources and no ability to get to services even that may be in the community.

Chairman LELAND. That is a tragedy.

Why have supportive services always been a critical component in the migrant job training programs?

Mr. MITCHELL. Some of it for the same reason. With people making as little money as they do, if we try to get somebody into another job, which is our primary goal, and not deal with things like sometimes—work-related clothing, assisting them to find an apartment and move off the farm. Through relocation assistance. We usually pay for their first month's rent and maybe a deposit, help people move off the farm into their own housing. Without those dollars, the barrier just becomes greater and greater. There is a direct connection between the ability to get a person into another job and the assistance, supportive service assistance that it takes to do that.

Chairman LELAND. Let me ask you what I believe to be a very important question. How does your organization and other migrant and seasonal farmworker JTPA programs both promote job training among farmworkers and meet the labor needs of local agricultural and related industries?

Mr. MITCHELL. Good question. We do several things. We have a process of continually visiting workers in their places where they live, in their camps or in their housing, and letting them know about our services and letting them know that when they are ready to make the transition into a year-round job we will try and help them do that. At the same time we have a policy that we do not go into the fields, we do not go into the work areas, and we try to let people make that decision and help them make the transition at the end of the season, so that if a worker has made an agreement with an employer, we try to help that worker fulfill that agreement and make sure that they work through the season, and we do not try to steal people from the fields to get them into other jobs. We try to work with the employer to do that.

And often, and sometimes there is a misunderstanding, but often the grower is one of the first people to say yes, if you can help improve this person's life, we are all for that. We want to be a part of helping this person do better for himself and his family. So lots of times the growers will work along with us. But you have to have a good working relationship with the employer if you are going to do that well, and that is one of the things we try to do.

Chairman LELAND. Thank you.

Dr. Smith, you testified that the working conditions of farmworkers places them at risk for diseases that cause or exacerbate hunger. What specific recommendations do you have for Congress to address and correct unsanitary conditions in the fields where farmworkers pick fruits and crops?

Dr. DAVID R. SMITH. That is obviously twofold. One is the field sanitation issue, which is certainly a key issue here not only for the health of the farmworkers, but, of course, for the consumer. When you don't provide those facilities and you are seeing this type and prevalence of a parasitic or other infectious disorders and there are no facilities for these people in the field, contamination is going to occur. Not only of the family itself, but, of course, of the consuming public. With the crowding conditions, this is exacerbated. So you have the issue of crowding which must be addressed, not to mention the issue of a good potable water source and also toilet facilities within easy reach of the farmworker while they work, preferably right there on site.

We have mentioned illnesses such as urinary tract infections of pregnant women, all of these things make their health more at risk. So certainly the field sanitation has to be addressed, and I think it is certainly a crime from a medical standpoint to see what happens as a result of not having adequate field sanitation or sites for these people.

As for living conditions, we have heard testimony and I have stated that you often do not have adequate facilities, either running water or a toilet system, it is usually an outhouse or something like that. And of course, with rains flooding contaminate water supplies, and you just have a vicious cycle or recontamination.

We have talked about the malnutrition. It is often difficult to get food stamps. You have got a patient that is susceptible. On top of that, we are putting them into an environment which is filled with the very organisms, parasites, and bacterial infections, that can do more harm to this population. So it is the worst of all worlds, and on top of that we can come in and eradicate it at point X, but it will be back again because it is going to be reintroduced in the same environment. So field sanitation, their own living conditions, must be addressed if you are going to provide a clean environment for these people while they are working, not to mention improve their comfort. And then, of course, to continue with the issues of health intervention because we will still have to be able to intervene at times because of their higher incidence of certain diseases and the crowding conditions which are difficult to address.

But again, crowding is always a key issue in disease. That is why most studies are done on Army recruits and people like that because they are the ones that pass it back and forth, and the same is true for schoolchildren.

Chairman **Leland**. In regards to field sanitation for migrant workers, earlier this year we turned down an amendment to the farm bill that would have simply required the employers of migrant workers to supply portable toilets for their workers. I was very upset that this was turned down.

Dr. **David R. Smith**. I think there was a comment made by one of the farmers in one of their newspapers, unfortunately, I think he had my last name, that, well, when my daddy was here we used to go back out into the bushes and that is how we took care of that particular problem. As a physician concerned with public health of everyone, that is atrocious. I mean, the contamination of the groundwater and whatever else occurs, not to mention the crop and, again, the consumer. If we want to come from a purely, or looking at it as a selfish attitude, are you going to want to eat that lettuce?

But it is true, and that is what in fact is happening. So I think it has to be addressed not only for the health of the migrant farmworker, which is key, but also for the health of the consumer. It is abominable.

Chairman **Leland**. I couldn't believe it when it happened.

I have recently worked with the House Education and Labor Committee to secure legislative language in the reauthorization of the WIC Program that assures migrant WIC participation will grow in proportion to the total WIC Program growth. What other recommendations do you and the National Migrant Clinicians Network have for improved delivery of WIC services to migrant farmworkers.

Dr. DAVID R. SMITH. We have mentioned it is a very similar access problem that we have discussed with food stamps and others. It is a time-consuming venture for them when there is so little time to pick the crop and do things. The WIC office is usually open for a set period of time. Where they are in the field they can certainly be punished for leaving the field, may not be on the next job site, that sort of thing. Just going through the rigamarole of getting into the program can take time.

For the record, I would comment that WIC I have seen as being a very effective program for preventing anemia, as I said, and for just child development and disease-related entities at the time of certainly the first year of life. It is a critical issue for us, and I think it has to be perpetuated. But the problem of getting the migrant farmworker into the program when they are going over here for perhaps their health care and somewhere else for WIC. Our biggest problem has been the coordination of services. It has been having them go from, say, the WIC clinic to our clinic because they were found to be anemic over there and we have got to do something about it. It is a duplication of services which I think if you are looking at a cost savings I think perhaps some coordination of services. And similarly holds for food stamps, Medicaid—I think that again follows for all of those.

Chairman LELAND. What is the incidence of anemia among children in your clinic?

Dr. DAVID R. SMITH. Of the migrants?

Chairman LELAND. Yes.

Dr. DAVID R. SMITH. We are, to give you an exact figure, within our population, it is some old data, but we are seeing it in about 17 percent of the children that we see. But I would have to say that it is probably an underreporting because of the difficulty, as all of us have mentioned, of recognizing who is a migrant. And I must qualify that since I am in a home base. It is not like I can go out to a migrant camp and identify them. They live there during the season when they are not working.

And the other big issue now to look at, and again we have heard it over and over again, is the new migrants who are not aware of any of these resources, and because of the economy of such areas as south Texas, we are going to have to do more outreach. And I think I would also plead that outreach be realized as a necessity in all of these programs. We are under the same constraints for outreach. It is something that is not reimbursable. It is nonreimbursable care, and yet for that population it is key that we get to them because so often they can't or won't be able to get to us.

Chairman LELAND. How often do you see the severe undernutrition-related health problems such as the case studies you outlined in your testimony?

Dr. DAVID R. SMITH. The severe cases run, in this population, only 1½, 2 percent. But that is higher than the general population that we see. I think that the spectrum in between, and the point that I made about such issues as obesity is much higher. We are talking in families of 30 to 40 percent of our population with those kind of related problems. And when you look at the top six diagnoses that were identified by community and migrant health centers and the work done by Hicks in 1982, the top six, all of them are affected directly by nutritional status, so that their impact on morbidity and mortality and just the cost savings alone could be tremendous in these programs.

Chairman LELAND. Mr. Strothmann, many people say that food stamps foster dependency. To what extent have food stamps fostered dependency among migrant farmworkers?

Mr. STROTHMANN. I think the question of dependency is a particularly interesting one as it relates to farmworkers because you are inherently dealing with a population that is willing to travel 1,500 miles to work for a job that may not even pay minimum wage. You know, and to even ask the question in that regard is a real shame, and I hear that question raised a lot.

Chairman LELAND. Well, that is why I raised it.

Mr. STROTHMANN. Obviously.

Chairman LELAND. We hear it raised all the time in these quarters.

Mr. STROTHMANN. I understand that, Mr. Leland, and I hear it a lot from employers, from general people in the community. It shows a real lack of understanding as to what motivates people to enter the migrant work stream. Because if people wanted to have an easier time of it, they would stay home and get AFDC. Of course in Texas that is harder to do. [Laughter.]

Chairman LELAND. And even when you receive AFDC, the benefits are far below the minimal cost of living for a low-income household.

Mr. STROTHMANN. But in Minnesota, for instance, AFDC levels are quite high. And it is my experience that most migrant farmworkers would get more money if they were on AFDC than if they were working, but they continue to work.

The food stamps are important to them.

Chairman LELAND. Do you come across a large number of poor people in your work?

Mr. STROTHMANN. Sure.

Chairman LELAND. All of them are not necessarily migrant workers or farmworkers, but rather all types of poor people; correct? Do you think that they really do not want to work?

Mr. STROTHMANN. No, sir, I don't think it is that. I think, not only in my own experience, but what I have read in reports by people who have done surveys and other experts, that people don't make a dollars-and-cents comparison of am I going to be better off if I work an extra 2 hours or should I cut back. You know, people don't do that. People want the independence and the self-reliance and the dignity and self-respect that comes from working, and given any kind of a choice that is what people do, by and large. And it is particularly true for the migrant population.

Rather than fostering dependency, what I have seen food stamps do is provide that bit of dignity and independence which allows workers to say no to exploitive working conditions or to have the ability to say I am going to stand up to the welfare department for having not provided me medical assistance for my wife or my kids because I know that I am going to be able to at least get my family fed over the next couple of weeks while this thing is getting ironed out. You know, if my employer, at the end of the season—and in sugar beets, for instance, people pay only once at the end of each season. My employer decides after the work is done that he is going to——

Chairman **Leland**. Do you mean to say that the people do not get paid until after the work is completed?

Mr. **Strothmann**. In sugar beets.

Chairman **Leland**. How long is a season?

Mr. **Strothmann**. A season is 6 to 8 weeks, and people generally get paid in a lump sum at the end of the season, which puts tremendous strains on their ability to survive during the work season. It obviously means that they really need food stamps very badly.

What I have found in situations like that is the ability to have food stamps as a way of providing a certain amount of dignity and independence is what permits people at the end of a season, if you have—most employers, particularly in sugar beets, are quite fine people and pay well, and we don't see them. But we deal with people who have had problems with growers who have tried to cut corners. And you might have a grower, for instance, at the end of a season say, "Well, you know I didn't really like the job you did. I tell you what, I am only going to pay you half of what we bargained for," or, "I didn't like the job you did on those four fields of 80 acres, so I want you to go do them over again for free, and then I will pay you."

Obviously, there are State laws that are designed to protect people in those situations, and from a legal standpoint that is fairly easy for us to correct. But from a practical standpoint, unless people have resources to allow them to hang around for a few days while the lawyers get together and talk to each other, you have got a really severe problem, and one which could result easily in and in the past, before Legal Services was there, did result in people just walking away and saying, well, maybe next year will be better.

Our experience with food stamps has been that the ability to have food stamps has meant a tremendous aid in permitting people to assert their rights to get paid for the work that they have done.

So in my own experience, food stamps, far from fostering dependency, has worked almost in a precisely opposite direction—to permit people to have that amount of dignity to say no to those kinds of work conditions.

As a further aside on that, and this is not a problem so much in the Midwest but it has been a problem on the east coast, particularly in States like North Carolina and Florida. Over the last several years there have been actual instances of Federal court convictions of crew leaders under the peonage provisions of the Federal Constitution. Peonage is another name, essentially, for slavery. And a typical peonage situation would be where a crew leader or an employer has not—you know, as you have heard, on the east coast it is fairly common for people to come up in large crews and not to have their own separate transportation, so they are very much dependent on the conditions that crew leaders impose on them. And if a crew leader says, "I will not give you help in getting to the food stamp office," people don't get food stamps.

What that means is that while they are waiting for work to begin they are forced to buy food and other necessities or items from the crew leader, and they purchase things on account to be paid out of later wages earned. They purchase them at inflated rates, inflated costs, and the net result is all too frequently that people finish working and they still owe money to the employer by the time they have left. And the employer or the crew leader at that point will say, "Hey, you can't leave." And there have been instances, as I say, documented in the Federal courts where people have even been held at gun point.

I don't want to overdramatize what food stamps can do in a situation like that. But one critical factor that could be done to help alleviate those kinds of situations is something that some counties I know in Minnesota have done, and I believe in Ohio as well, and that is to take the food stamp office to people, instead of making the people come to the office. People don't have transportation and they live in large camps. Take a van and take the food stamp site to the people and fill out the applications and come back and bring the stamps. It is a real effective way of dealing with those problems.

Now, in Minnesota, as I say, we don't have problems with people being held at gunpoint and peonage situations. But we do have problems with access to the food stamp offices. Because they are rural counties and many times it may require a 40-mile trip to get to the food stamp office. And if you have been given a runaround, as Dr. Smith was explaining, going back four or five times to get help, that 40-mile trip gets to be pretty expensive, especially if you haven't been paid yet. And anything that can be done to decrease the amount of effort that people have to go through to get through that process, whether it is a matter of simplifying the application forms or of enhancing the prescreening for expedited services or taking the office to the people—all of those things are extremely important and I think would be of great help, especially on the east coast, in dealing with some of these peonage situations.

Mr. MITCHELL. May I just comment, too, on the dependency issue?

Chairman LELAND. Yes, Mr. Mitchell.

Mr. MITCHELL. On the dependency question, I think the dependency that you see is really more in the industry than it is with workers. The agricultural growers and the whole industry, itself, depends on food stamps to feed workers while they are waiting for work to be done. The industry, itself, has built up that process of saying, well, you know, you will survive on food stamps while we wait for work. That is where dependency has been developed much more than with the workers.

Chairman LELAND. That is an interesting perspective.

Let me ask Sister Shannon a couple of questions, if I may. I am very much a strong advocate for Head Start, and I am very impressed with the ways that Migrant Head Start is meeting the special needs of migrant children. From your experience in the field, please tell us what happens to the infants and toddlers who are eligible for Migrant Head Start but are not participating?

Sister SHANNON. If children who are infants and toddlers cannot get into our center, they are often taken to the fields. There have been deaths documented in the State of Florida where parents bring their children to the fields and a big piece of machinery will not see them in a basket or something and have killed them, in the orange groves. Children are also locked in homes. They are left in cars. Any number of those. Sometimes parents will trade jobs; a mother will work 1 week and then she will stay home and take care of a group of the children that live in that same area, in a camp.

It is a terrible situation, but we have had documented deaths in the State of Florida.

Chairman LELAND. How extensive is the problem?

Sister SHANNON. Well, it is bad enough that parents when they have a choice to make about whether we will serve infants and toddlers in our centers, or fours and fives to prepare them for public school, will always want our center to serve infants and toddlers. It is their priority. Because they don't know where to put them. They do not have any other options.

And there are more than one documented death in the State of Florida. In Wauchula, FL, where we opened a center 3½ years ago, the previous year there had been six deaths in the orange groves.

Chairman LELAND. That is sad.

In your training of Head Start employees along the east coast, have you been made aware of any children with severe undernutrition?

Sister SHANNON. Yes; yes.

Chairman LELAND. Would you please comment on that for us?

Sister SHANNON. A year ago, when I was monitoring our special effort, which is we are in an area of south Florida where there are no Head Start services and we have been able to use the Federal dollar to serve children with severe handicapping conditions. I was brought to the home where children were severely malnourished. Several of the children's stomachs were extended, and they had just found this family.

Yes, when children come to our centers we are able to make connections with WIC right away. But I need to say to you there are waiting lists, and we don't know what is happening to the children on our waiting lists. Parents will come and just beg. A month ago down in North Carolina, in eastern North Carolina where we opened another site this year, the program called me and said, "Parents are willing to pay $5, can we take their money?" And I said, "No, that is against the law." But they were so stressed because they did not know what to do with their children.

And I daresay what is happening to those children in that area of the drought, where there is Sun and the children are being taken to the fields and exposed to all that Sun.

Chairman LELAND. You recommend the need for an increase in a meal or a snack for the child care food program for Migrant Head Start.

Sister SHANNON. That is correct.

Chairman LELAND. Why are these meals particularly important for this population?

Sister SHANNON. It is very important for this population because it may be the only way that children's nutritional needs are met. Children come into our centers on Monday morning very hungry, and that says to us, you know, and from our experience, from our outreach workers—and thank God, Head Start has outreach written into its service component—they say to us that parents do not always have access to food on the weekends.

And another thing that happens often is when parents are traveling, going north or coming back south to Florida, and they know we have a center, and they will stop to stay there to work to finish up some crops. If the work ends early and they don't have enough money, parents will often volunteer in our centers so that they can get a meal. And that is not unknown. And through Head Start again we are able to allow meals for parents. It is part of the parent involvement component.

Chairman LELAND. You have to feed the parents?

Sister SHANNON. That is right. And that doesn't just happen once in a while, it happens often. Parents will come in and volunteer services just to stay for a meal.

Chairman LELAND. My select committee went to the Mississippi Delta and visited a Head Start Program there. We learned that because of the budget cutbacks they had to close down the Head Start Center during the summer months. The Head Start workers told us how big a problem this is for families in that region because the children were not getting enough to eat during the summer because the Head Start Program was their primary source of adequate nutrition. This situation in our wealthy Nation is truly shameful.

Sister SHANNON. Yes.

Chairman LELAND. And I suppose that it affects children all over the country.

Sister SHANNON. And even though Gramm-Rudman only hit Head Start with a 1.4-percent cut, we have had to cut back services. If we are supposed to be in an area of North Carolina for 3 months, we may have had to cut that back 2 weeks on each end of that service time. So that is what we have had to do because of the Gramm-Rudman cuts.

Chairman LELAND. I have an excellent proposal. We should move all social service programs, especially those that feed people, whether we are talking about senior citizens or little children, over to the Pentagon. [Laughter.]

Then perhaps there would not be any funding problems.

Sister SHANNON. I think one of the points that was made earlier is that most of the service systems that are in place—food stamps, WIC, all of that—was not put in place for a mobile population like we serve, so our people continue to fall through the cracks. And unless programs are designed exactly for migrant farmworkers like we are able to do in Migrant Head Start, it doesn't meet the needs of the families.

Chairman LELAND. Let me ask finally for all of you to comment on the problem faced in trying to serve the needs of the migrant population versus a stationary population of low-income people.

Sister SHANNON. Just quickly, the same things that affect migrant farmworkers affect Migrant Head Start. Because of the drought in South Carolina and Georgia and North Carolina, particularly at this time, our seasons will be shorter down there and our centers won't be open as long. So we are affected by weather and the same things that affect Migrant Head Start. Their migrancy affect our services. For example, the freeze in Florida has affected where our centers were located. They no longer are going to plant oranges in the northern part of Florida, so the centers have had to relocate. That is an additional expense if we are really trying to meet the exact needs of the population we serve.

Migrant Head Start attempts to address the migrancy of the children and families through its internal continuity process with the provision of health and developmental records for the parents to carry from center to center. But the public school situation for our children is a serious problem as a child's education can be interrupted from one to three times per year. Continuity in health care can be problematic also; physicals are done over and over on our children as they migrate from State to State because licensing requirements demand a physical done in their State. Mothers' prental care is interrupted as the families move; health care or therapy is interrupted for children with handicapping conditions. For a child receiving physical therapy in Wauchula, FL, that care must be sought and continued potentially in one to three different States before the child arrives back again in Florida. Yes, indeed, serving migrant farmworkers challenges us in multiple areas and calls for creative resolutions.

I will let other people speak to this.

Mr. MITCHELL. In order to move people from seasonal employment into year-round, full-time employment compared to people who are moving from an unskilled job to a more skilled job, which is what JTPA does—the Job Training Partnership Act does—adds the whole issue of moving from grower-owned housing into your own housing, moving into a new community that you have never been into before, staying in one place for the first time maybe in many years or maybe your entire life, getting into an educational system that you have no understanding of, getting locked into a new kind of vocation that you have no prior experience with. So there is an enormous number of different kinds of things, barriers—what we call barriers, multiple barriers that we have to work with to assist the person make the decision and then go through that process of transitioning from seasonal employment into year-round, full-time employment. It is significantly different, and that is why we argue strongly for a national office funded to deal with this specific population, to maintain that sense, instead of being dropped into the block-grant-type funding that is happening through a lot of other programs.

Chairman LELAND. Very good.

Dr. DAVID R. SMITH. In our area, health care and related nutrition, and particularly migrant health and nutrition—or migrant health, I guess it can best be summed up that if you think about the fact that a migrant leaves Brownsville taking two blue pills twice a day and he goes up to Michigan and gets into a health center and the next medicine he gets is four yellow pills four times a day, it may be the same medication but it is administered in a different fashion. There is no continuity. And we are not set up for continuity. I guess the key word that I find is continuity of care, continuity of services.

And there is certainly very little coordination. I think our group, the Clinicians Network, are trying, at least on a rudimentary basis, to address the issue of continuity. Transfer of data. Just the issue of identification. We do a terrible job identifying migrants. That was commented earlier today. But certainly continuity is a key all the way across the migrant streams. And with our limited budget which has come out of the Office of Migrant Health, we have been able through about $20,000 to make some inroads on these different programs. The time has been given free. But we certainly need to get more of these efforts in coordination.

Mr. STROTHMANN. When I first came to Washington to work with USDA, one of the feelings that I had was that it was important to write regulations that dealt with migrant problems but that did not separate migrants out from the general population. And part of that reason was that I didn't want to have a backlash against migrants in terms of a reverse discrimination, argument that I have heard quite often.

Over the last 5 years I have had a lot of time to reevaluate that attitude, and I now feel that migrants are a special case. They have special problems, and they have to be dealt with separately and regardless of the risk of the appearance of reverse discrimination. In order to provide services to migrants, you have to do it on a uniform national basis. It is true whether it is food stamps or whether it is migrant education, whether it is any of the other programs that we have talked about, there has got to be a national coordination of that effort.

I talked earlier about some of the details of why I felt there were some needs in food stamps to increase coordination on application forms and issuance dates. It is true in terms of the other programs as well. I agree completely with what other folks have said about that.

Chairman LELAND. So one of the conclusions you seem to all be drawing is that we need a central organization of data and information concerning migrant workers, their movements, their locations, and their problems.

Mr. STROTHMANN. That is correct. You need not only data, which is absolutely essential. The lack of data hampers any efforts to improve services. But you also need more than just data, you need to have coordination of efforts. What you need, for instance, as a beginning is to have people at the State level designated as ombudspersons who can cut across program lines and problems and intervene. Because the problem is that there is a real criticality of time when you are providing services to migrants. If it takes you 2 weeks to resolve a problem, it is too late; they may be gone. You have got to be able to respond to a migrant kind of situation within a day or two. And if you don't have already in place lines of authority to permit that to happen, migrants are always going to fall through the cracks.

Chairman LELAND. You know, I was just thinking how fortunate I am. My commute from Houston to Washington every week, is far, far easier than the struggles faced by migrant farmworkers who live with the problems of poverty.

The testimony today has been very illuminating and invaluable, and I certainly appreciate all of you who have been witnesses here. I hope that we can work toward solving the problems. It will be a very difficult and frustrating task because, as you know, we have to go through all of the redtape and have to deal with the bureaucrats and also the opponents who don't feel that the concerns of migrants workers are a priority.

I want you to be assured that this one Member of Congress will be committed to doing all that he can to try to help assist that population as well as others who suffer from hunger and malnutrition not only in this country but around the world. When we become world citizens, then we care about everyone regardless of the kinds of geographic, cultural, or racial lines that divide us. I know that you believe in the unity of world citizens by the fact that you have recognized State boundaries as an impediment to assisting migrant farmworkers, although Government programs often force you to think and work contrary to this belief.

You are doing God's work, and I certainly appreciate that. I think that all of the members of the select committee do. Please understand that the absence of some of the members today does not mean that they are not concerned. We are very busy here. I can promise you that the members who are not here will read your testimony. They will have their staff work very diligently and very meticulously to analyze what you have said, and we will come up with some solutions from the recommendations you have offered.

I want to thank everybody who has participated here, especially the Brown and the Cain families. Thank you so very much.

[Whereupon, at 1:08 p.m., the select committee was adjourned, to reconvene subject to the call of the Chair.]

[Material submittted for inclusion in the record follows:]

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FACTS ON MIGRANT AND SEASONAL FARMWORKERS

LIMITED DATA

In reviewing the past 10 years' literature on migrant farmworkers it is evident that the existing mechanisms for monitoring hunger and related living conditions among migrant farmworkers are largely inadequate. Even the existing mechanisms for counting migrant agriculture workers appear inadequate. A 1977 report by Rural America, Inc. documents that there has been a systematic undercount of migrant farmworkers over time. There is no national data collection on the nutrition, health and living conditions of migrant and/or seasonal farmworkers. These caveats notwithstanding, summarized below are the best available data on migrant and seasonal farmworkers:

ESTIMATED TOTAL INDIVIDUALS

Migrant farmworkers and dependents		.8 million
Seasonal farmworkers and dependents		1.9 million
	Total	2.7 million

(Source: U.S. Dept. of Health and Human Services, April, 1980)

HOUSING

Increased susceptibility to infections, undernutrition and housing problems among migrant and seasonal farmworkers are inextricably related. According to the National Governors Association (NGA) 1985 report on migrant farmworkers, Out of Sight, Out of Mind, "the squalid conditions of farmworker housing, particularly in migrant camps, are known to contribute to disease, sickness and the spread of infection." Home for a migrant farmworker family is often a barracks without toilets, cooking facilities or sanitary water. Further, their units are often inadequate to accommodate large families. The NGA reported, "there is still no occupational group in the U.S. as much in need of improved housing as migrant agricultural workers."

SOCIO-ECONOMIC CHARACTERISTICS

Income: According to the most recent USDA survey, in 1983, migrant farmworkers earn an annual average income of $5,921, with farmwork accounting for $4,638. The median total family income of migrant farmworker families falls significantly below poverty level--$9,000 compared to the poverty threshold of $11,000 for a family of four.

Unemployment: Farmworkers experiences periods of unemployment each year due to factors usually beyond their control, including waiting for the harvest to begin, poor weather, machinery breakdown and travel time.

Education: 48 percent of migrant farmworkers have less than a ninth grade education.

HUNGER RELATED HEALTH PROBLEMS

Migrant and seasonal farmworkers are subject to third world health and sanitary conditions:

-- THE INCIDENCE OF MALNUTRITION AMONG MIGRANTS IS HIGHER THAN ANY OTHER SUBPOPULATION IN THE COUNTRY

-- THE INFANT MORTALITY RATE FOR MIGRANTS IS 125 PERCENT HIGHER THAN THE NATIONAL AVERAGE

-- THE LIFE EXPECTANCY OF A MIGRANT FARMWORKER IS 49 YEARS AS COMPARED TO THE NATIONAL AVERAGE OF 75 YEARS

-- THE RATE OF PARASITIC INFECTION AMONG MIGRANTS IS ESTIMATED TO BE 11 TO 59 TIMES HIGHER THAN THAT OF THE GENERAL U.S. POPULATION

Migrant and seasonal farmworkers are susceptible to numerous infectious diseases. The lack of proper sanitary facilities at migrant camps and in the fields contributes to the spread of parasitic and other infectious diseases. "Diseases related to poor sanitation include dysentary, hepatitis, typhoid fever and other respiratory and intestinal ailments."

Because of their immature immune systems and more rapid metabolism, children are particularly vulnerable to communicable diseases. When they are undernourished they are vulnerable to more lengthy and serious infectious disease. Untreated infections, in turn, can lead to chronic anemia and more severe undernutrition in both children and adults.

-- MIGRANT AND SEASONAL FARMWORKER CHILDREN ARE PARTICULARLY AT RISK

> "Widespread health problems among migrant and seasonal farmworker children include high infant mortality, below average height, upper respiratory infections, parasitic conditions, skin infections, chronic diarrhea, and vitamin A deficiency. Poor nutrition coupled with water deprivation increases the toxic effects of pesticides." (Farmworker Justice Fund, The Occupational Health of Migrant and Seasonal Farmworkers in the U.S., 1986)

NEW HUNGER DATA FROM SURVEY OF 65 MIGRANT HEALTH CENTERS*

HUNGER RELATED CONDITIONS:

The following conditions were identified by health professionals as "major nutrition related problems" for migrant farmworkers:

Population	Problem	Percentage of Respondents
All age groups	Anemia	40%
"	Underutilization of Food Stamp Program**	37%
Children	Gastrointestinal disorders	44%
"	Poor Housing/Cooking	43%
"	Anemia	41%
"	Infections	40%
Pregnant Women	Poor Prenatal Care	57%

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* Unpublished findings from the 1986 Migrant Health Nutrition Opinion Survey of patients served at 65 Migrant Health Centers across the nation--conducted by the National Migrant Referral Project in cooperation with the Georgetown University Child Development Center. This information may or may not reflect the nutritional status of the general migrant and seasonal farmworker population.

** The major reasons stated as causing food stamp program underutilization are: lack of documentation, service location inconvenience, service hour inconvenience, discrimination, and lack of program information.

PREPARED STATEMENT OF HON. JOSEPH M. GAYDOS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

AS CHAIRMAN OF THE SUBCOMMITTEE ON HEALTH AND SAFETY, AND HAVING INTRODUCED H.R. 4029, A BILL TO ESTABLISH FIELD SANITATION STANDARDS FOR FARMWORKERS ENGAGED IN THE HAND-PICKING OF FRUITS AND VEGETABLES, I WELCOME THIS OPPORTUNITY TO SUBMIT FOR THE RECORD MY CONCERNS ABOUT THE HEALTH OF MIGRANT WORKERS.

FIRST, I WISH TO COMMEND MR. LELAND, CHAIRMAN OF THE SELECT COMMITTEE ON HUNGER, AND ONE OF THE EARLY CO-SPONSORS OF H.R. 4029, FOR HIS INTEREST AND CONCERN FOR THE NUTRITIONAL HEALTH OF ALL WORKERS, INCLUDING MIGRANT FARMWORKERS. I LOOK FORWARD TO CONTINUING TO WORK WITH THE CHAIRMAN TO GIVE OUR FARMWORKERS ACCESS TO THE SAME HEALTH AND SAFETY RIGHTS AS ALL OTHER WORKERS.

I, TOO, HAVE A SPECIAL INTEREST AND CONCERN FOR THOSE FARMWORKERS. I WAS IN THE CONGRESS WHEN THE OCCUPATIONAL SAFETY AND HEALTH ACT WAS SIGNED INTO LAW SOME 15 YEARS AGO, AND, AS FAR AS I WAS CONCERNED, FARMWORKERS WERE COVERED BY THAT ACT.

UNFORTUNATELY, THAT HASN'T BEEN THE CASE. THOSE WORKERS ENGAGED IN HAND-PICKING OF CROPS HAVE BEEN LEFT OUT AND FOR THE PAST 15 YEARS, WORKING THROUGH THE COURTS AS WELL AS OSHA, HAVE BEEN UNABLE TO SECURE THEIR RIGHTS TO THESE VERY SIMPLE STANDARDS. THEY HAVE SUFFERED INDIGNITY AND INCONVENIENCE.

BUT, EVEN MORE, THESE FARMWORKERS HAVE SHOWN HIGHER INCIDENCES OF DISEASE AND ILLNESS DIRECTLY RELATED TO THE PESTICIDES AND OTHER CHEMICALS USED ON THE CROPS.

THE REASON FOR THIS HIGHER LEVEL OF DISEASE AND ILLNESS IS, VERY SIMPLY, THE LACK OF BASIC SANITATION FACILITIES: TOILETS, HAND-WASHING FACILITIES AND DRINKING WATER.

EXPERT TESTIMONY BEFORE MY SUBCOMMITTEE SHOWS THAT THE AVAILABILITY OF THESE SANITATION FACILITIES GOES A LONG WAY TOWARD REDUCING THE CASES OF DISEASE AND ILLNESS AMONG FARMWORKERS AND LEADS TO BETTER PRODUCTIVITY.

THOSE WHO SAY IT IS TOO COSTLY TO PROVIDE THESE FACILITIES MUST BE TALKING TO PEOPLE I HAVE YET TO MEET. IT

HAS BEEN ESTIMATED TO THE SUBCOMMITTEE THAT THE COST OF PROVIDING RENTED TOILET FACILITIES IS ABOUT 13 CENTS PER DAY PER WORKER. HARDLY ENOUGH TO JUMP UP AND DOWN ABOUT.

ADDING THE DRINKING WATER AND HAND-WASHING FACILITIES PLUS TOILET TISSUE, PAPER TOWELS AND CUPS MIGHT RAISE THE COST TO 20 CENTS PER DAY PER WORKER, BUT IT CERTAINLY WOULD NOT BE MUCH HIGHER THAN THIS.

IF WE REQUIRED THE FARMERS TO PAY THE COST OF MEDICAL CARE WHEN A WORKER BECAME ILL, PERHAPS THEY WOULD QUICKLY RECOGNIZE THE VALUE OF PREVENTIVE MEASURES SUCH AS THE FIELD SANITATION STANDARDS WE ADVOCATE.

OUR CONCERN IS THAT IF STATES WERE PERMITTED TO DEVELOP THEIR OWN STANDARDS ENFORCEMENT BY STATE AGENCIES WOULD BE CONSIDERABLY LESS SINCE THERE IS LESS OVERSIGHT GENERALLY BY STATE LEGISLATURES.

ALSO, SINCE GROUPS OF FARMWORKERS MOVE FROM STATE TO STATE, A SINGLE NATIONAL STANDARD RATHER THAN A PLETHORA OF

STATE STANDARDS WOULD BE LOGICAL AND SIMPLER. IT WOULD BE MUCH EASIER TO ASK FARMWORKERS TO BECOME FAMILIAR WITH AND UNDERSTAND A SINGLE STANDARD.

AGAIN, I WOULD LIKE TO THANK CHAIRMAN LELAND FOR ALLOWING ME THE OPPORTUNITY TO PRESENT MY VIEWS ON FIELD SANITATION AND THE HEALTH AND SAFETY CONCERNS OF FARMWORKERS.

PREPARED STATEMENT OF EVA S. TEIG, SECRETARY OF HUMAN RESOURCES, COMMONWEALTH OF VIRGINIA

THANK YOU FOR THE OPPORTUNITY TO BE HERE AND TO TESTIFY BEFORE THIS SELECT COMMITTEE. HAVING JUST RETURNED FROM A FEW DAYS ON THE EASTERN SHORE OF VIRGINIA, AND HAVING SPENT TIME DURING THE PAST YEAR ON PROBLEMS RELATED TO MIGRANT FARM WORKERS, I APPRECIATE THE OPPORTUNITY TO SHARE SOME THOUGHTS AND REFLECTIONS WITH YOU AS YOU DEAL WITH THE SUBJECT OF HUNGER AND THE FARM WORKER.

IT BECAME VERY OBVIOUS DURING OUR VISITS TO THE EASTERN SHORE IN 1985 THAT THE MAIN AND MOST CRITICAL PROBLEM FACING MIGRANT FARM WORKERS WAS THE PROBLEM OF SAFE AND SANITARY HOUSING. FROM THAT PROBLEM EMANATES MANY OTHERS INCLUDING HEALTH PROBLEMS, NUTRITION PROBLEMS AND THE NEED FOR CRITICAL SOCIAL SERVICES, DAY CARE, AND EDUCATIONAL SUPPORT SYSTEMS.

THE LIVING CONDITIONS OF THE MIGRANTS AFFECT THEIR HEALTH STATUS. THE AVERAGE LIFE EXPECTANCY IS 49 YEARS COMPARED TO THE 73 YEARS ENJOYED BY THE GENERAL POPULATION. MORE THAN ANY OTHER GROUP MIGRANT WORKERS FACE INDIVIDUAL AND COLLECTIVE RISKS AND BOTH PHYSICAL AND PSYCHOLOGICAL PRESSURES. POOR SANITATION CAN BRING HEPATITIS, DIARRHEA, TUBERCULOSIS, FOOD POISONING, AND WORM INFESTATION.

NUTRITIONAL DISEASES SUCH AS ANEMIAS, EYE AND SKIN DISEASES, DENTAL PROBLEMS, BONE MALFORMATIONS, HIGH BLOOD PRESSURE, CARDIAC COMPLICATIONS, AND VESSEL ABNORMALITIES ARE ALSO PREVALENT AND ASSOCIATED WITH POOR HOUSING. OCCUPATIONAL AND SOCIAL DISEASES ARE ALSO PRESENT. THERE IS NOW SOME EVIDENCE THAT MIGRANT FARM WORKERS IN VIRGINIA COME FROM AREAS REPORTING A HIGH INCIDENCE OF AIDS.

IN VIRGINIA WE ARE CURRENTLY ADDRESSING MANY OF THESE PROBLEMS THROUGH INTERAGENCY COORDINATION AND COOPERATION. OUR GOVERNOR HAS ASKED US TO DEVELOP A POLICY TASK FORCE MADE UP OF MANY AGENCIES WITHIN OUR STATE TO DEVELOP SHORT TERM AND LONG

TERM INITIATIVES THAT WILL FOCUS ON HOUSING, HUMAN SERVICES, AND EDUCATION.

OUR FIRST INITIATIVE, ALREADY UNDERWAY, HAS BEEN TO INCREASE THE FREQUENCY AND QUALITY OF OUR HOUSING INSPECTIONS. SINCE LAST SUMMER, THROUGH THE GENEROSITY OF OUR GENERAL ASSEMBLY, WE HAVE BEEN ABLE TO INCREASE THE NUMBER OF SANITARIANS. THESE SANITARIANS ARE NOW INSPECTING MIGRANT HOUSING ON A WEEKLY BASIS. IN PAST YEARS, WITH A LOW LEVEL OF MANPOWER, WE MAY HAVE INSPECTED HOUSING ON A AVERAGE OF EVERY 2 TO 3 WEEKS.

THE INCREASED FREQUENCY OF INSPECTIONS AND THE SPECIAL TRAINING SOME OF OUR SANITARIANS HAVE RECEIVED HAS MADE AN OBVIOUS VISUAL DIFFERENCE IN THE QUALITY OF HOUSING ON THE EASTERN SHORE. HOPEFULLY, IMPROVED HOUSING WILL ALSO BEGIN TO IMPROVE CONDITIONS SUCH AS MALNUTRITION, AND THE MULTITUDE OF DISEASES.

TO ADDRESS THE NEEDS OF THE MIGRANT WORKER WE MUST UNDERSTAND AND DEAL WITH THE PROBLEMS OF THE SMALL LOCAL FARMER.

WHAT STRUCK ME MOST ABOUT MY VISIT TO THE EASTERN SHORE WAS THE DRAMATIC CONTRAST BETWEEN THE LARGE MULTI-STATE FARMING OPERATIONS WHO ARE HEALTHY FINANCIALLY AND CAN ABSORB THE IMPACT OF A SUMMER DROUGHT, AND THE STRUGGLING SMALL LOCAL FARMERS WHO ARE DEVASTATED BY AN UNPRODUCTIVE SEASON.

THE MULTI-STATE GROWERS CAN AFFORD DECENT HOUSING FOR THEIR WORKERS AND CAN ATTRACT MIGRANT FAMILIES WHO MOVE WITH THE SEASONS AND WORK FOR THEM THROUGHOUT THE YEAR. ONE SUCH OPERATION ON THE EASTERN SHORE IS CURRENTLY CONSTRUCTING NEW HOUSING UNITS AT A COST OF $750,000.

COMPARE THAT WITH THE LOCAL GROWERS WHO HAVE A HARD TIME

MAINTAINING DIAPADATED 30-40 YEAR OLD HOUSING IN A CONDITION WHICH MEETS MINIMUM COMPLIANCE STANDARDS. THESE LOCAL FARMERS CARRY A HUGE DEBT LOAD AND EVEN ONE BAD SEASON IS DIFFICULT TO ABSORB.

WHEN YOU CONSIDER ACCOMACK COUNTY, WHICH HAS HAD TO REQUEST DROUGHT DISASTER ASSISTANCE FIVE TIMES IN NINE YEARS, IT IS EASY TO UNDERSTAND WHY THE NUMBER OF MIGRANTS ON THE EASTERN SHORE HAS DECREASED FROM 10,000 TO 4,000 IN THE PAST 10-20 YEARS. THE SMALL LOCAL FARMERS CANNOT MAKE IT. THEIR BUSINESSES ARE LITERALLY DRYING UP.

THERE EXISTS A SYMBIOTIC RELATIONSHIP BETWEEN THE SMALL FARMER AND THE MIGRANT WORKER. TO HELP THE MIGRANT WORKER WE MUST HELP THE SMALL LOCAL FARMER.

I WOULD LIKE TO OFFER SEVERAL INITIATIVES THIS COMMITTEE COULD CONSIDER TO ADDRESS THE SITUATION.

1) AUTHORIZE A PILOT PROGRAM WHEREIN THE STATE AND FEDERAL GOVERNMENT WOULD COORDINATE EFFORTS TO ADDRESS IN A COMPREHENSIVE FASHION THE PROBLEMS OF MIGRANTS WORKING FOR SMALL FARMERS. THE PILOT WOULD INCLUDE FINANCIAL ASSISTANCE FOR FARMERS TO REPAIR AND CONSTRUCT HOUSING FOR FARMWORKERS; PREVENTIVE HEALTH SERVICES SUCH AS PRENATAL AND DENTAL CARE; AN ALCOHOL AND DRUG ABUSE COMPONENT; CHILD CARE WITH A DEVELOPMENTAL CURRICULUM; EMERGENCY RELIEF AND OTHER NECESSARY SERVICES AS APPROPRIATE.

2) INSTITUTE AND PROVIDE FUNDING FOR COORDINATION OF THE HEALTH SERVICES PROVIDED TO MIGRANTS IN EACH STATE. CURRENTLY, VIRGINIA'S DEPARTMENT OF HEALTH HAS NO MEDICAL HISTORY OR RECORD WHEN A MIGRANT FARMWORKER REQUIRES CARE. WE DON'T KNOW

IF HE OR SHE HAS BEEN TREATED BEFORE ARRIVING IN VIRIGNIA, AND WE DON'T KNOW IF HE OR SHE WILL GET TREATMENT UPON LEAVING VIRGINIA.

NOT ONLY IS THIS SITUATION FRUSTRATING TO OUR PUBLIC AND PRIVATE MEDICAL PROFESSIONALS WHO ARE TRYING TO PROVIDE QUALITY CARE, IT IS ALSO EXPENSIVE AND TIME CONSUMING. MORE IMPORTANT, IT IS DEVASTATING TO THOSE MOST IN NEED OF A VARIETY OF HEALTH-RELATED SERVICES.

3) PROVIDE MORE FUNDING FOR MIGRANT EDUCATION. SINCE 1982, VIRGINIA'S FUNDS FOR MIGRANT EDUCATION HAVE DECLINED FROM $766,282 TO $349,966 FOR THE 1985-86 SCHOOL YEAR. THIS REDUCTION HAS HAD A DIRECT IMPACT ON THE LEVEL OF SERVICES THAT CAN BE PROVIDED. ON THE EASTERN SHORE, FUNDS ARE ONLY AVAILABLE TO OPERATE TWO TARGET SCHOOLS. FOUR SCHOOLS ARE NEEDED TO ADEQUATELY SERVE THE STUDENTS IN ACCOMACK AND NORTHAMPTON COUNTIES. AS A RESULT OF ONLY TWO SCHOOLS OPERATING, 50 PERCENT OF THE FORMER TEACHING STAFF AND PROGRAM SERVICES HAVE BEEN ELIMINATED. TUTORIAL SERVICES OFFERED DURING THE REGULAR SCHOOL TERM ARE LOCATED IN ALBEMARLE, BUCKINGHAM, CARROLL, SOUTHAMPTON, AND WINCHESTER. THESE AREAS ALSO HAVE REDUCED THEIR STAFFS AND SERVICES BY 50 PERCENT AS A RESULT OF THE REDUCED FUNDING.

WITHOUT EDUCATION, MIGRANT CHILDREN HAVE LIMITED OPPORTUNITIES FOR FUTURE EMPLOYMENT AND OR EDUCATION ALTERNATIVES.

4) APPROPRIATE ADDITIONAL FUNDS FOR THE WOMEN, INFANTS AND CHILDREN (WIC) PROGRAM. AS YOU KNOW, THE SUPPLEMENT THAT WIC PROVIDES TO PREGNANT AND LACTATING WOMEN, INFANTS AND CHILDREN WHO HAVE BEEN DIAGNOSED AS "NUTRITIONALLY AT RISK," IS AN EXTREMELY EFFECTIVE WAY OF MEETING NUTRITIONAL NEEDS AND PROVIDING GOOD PRENATAL CARE.

UNFORTUNATELY ONLY 41 PERCENT OF THOSE ELIGIBLE FOR WIC CURRENTLY PARTICIPATE IN VIRGINIA'S PROGRAM. WE HAVE BEEN FORCED TO TERMINATE CLOSE TO 4,000 MOTHERS AND CHILDREN FROM THE PROGRAM SINCE JANUARY DUE TO AN INADEQUATE FEDERAL ALLOTMENT. ALTHOUGH WIC PARTICIPATION ON THE EASTERN SHORE IS AMONG THE HIGHEST IN THE COMMONWEALTH, WE ARE UNABLE TO SERVE ALL WHO ARE ELIGIBLE DUE TO FUNDING CONSTRAINTS.

I AM VERY GRATEFUL FOR THE OPPORTUNITY TO COMMENT ON THE PLIGHT OF MIGRANT WORKERS AND THE SMALL LOCAL FARMERS WHO SUSTAIN THEM. I HOPE MY REMARKS HAVE PROVIDED A HELPFUL PERSPECTIVE OF THE PROBLEMS BOTH GROUPS CONFRONT. I LOOK FORWARD TO WORKING WITH YOU TO ADDRESS THESE DIFFICULT ISSUES IN A COORDINATED PRODUCTIVE MANNER. THESE ISSUES HAVE A HUMAN AND AN ECONOMIC DIMENSION. BOTH MUST BE ADDRESSED IF PROGRESS WILL BE ACHIEVED.

THANK YOU

PREPARED STATEMENT OF GINA MISERENDINO, DIRECTOR, COMMUNITY SERVICES, DELMARVA RURAL MINISTRIES

Mr. Leland, and members of the Select Committee on Hunger, thank you for this invitation to speak on behalf of Delmarva Rural Ministries and the farmworkers we serve. My name is Gina Miserendino and I serve as Director of Community Services for DRM. I am in my 8th harvest season on the Delmarva Peninsula and will share some of my pertinent experiences based on the opportunities afforded to me by working with migrant farmworkers.

The primary question I am asked is why is there a need for a Nutrition Program for those who pick the crops? The answer lies in part with the very nature of agriculture - which any farmer will tell you puts those dependent on its blessings in a precarious circumstance a good part of the time. The need for farm labor, however, prevails.

In fulfilling their part of the work contract farmworkers usually arrive at the work site depleted of resources. Even if work starts immediately, pay may not come for seveal days; even if food stamps are applied for immediately, the wait ranges from 5 to 30 days (if all goes well). The options are to go hungry or to go further in dept with the crew leader (if he is providing food at all). This triggers the function of the Nutrition Program. The following examples of need are quite typical:-

* Staff have found whole groups of families subsisting on sweet potatoes for two or three days at a time.

* A crew who had been making less than $20/week for several weeks was being charged $7/day/person to be fed meager meals by the crew leader. Furthermore, he refused to let them apply for food stamps.

* Crews have a wait between crops, but have no income and no food stamps for the interim. They cannot go elsewhere due to the committment to harvest the next crop.

* A farmworker has been in an accident and has his jaw wired shut. He needs special liquid food, but cannot work, therefore, no income.

* Food Stamps have been delayed due to a compiler error, no work, no food stamps for 30 families.

* A sudden summer storm destroys a whole field of cucumbers. The majority of a crop which a crew has come to pick is gone overnight.

It is these and a myriad of other circumstances which generate the need for a Nutrition Crisis Relief program which can respond immediately to varied cultures, languages, and circumstances. The remainder of the testimony will focus on the logistics of the outreach program.

Preliminary assessment indicates that 53% are households of 2 or more, with the remaining 47% single worker households.

The number of Mexican American families are increasing especially on the Delmarva Peninsula which translates to an increased need for services to children and pregnant women.

The OCS/AMSFW Community Food and Nutrition Program is operated with the following goals as guidance.

GOALS:

I. To enchance the quality of life of migrant and seasonal farmworkers by improving the nutritional status of this population.

II. To improve the ability of migrant and seasonal farmworkers to achieve greater degrees of self-sufficiency.

III. To maximize program efficiency by catalyzing coordination among national, state, and local public programs and the private sector.

OBJECTIVES/PROGRAM AREAS:

1. *Nutrition Crisis Relief*: The primary method of preventing or alleviating hunger on a short-range basis.

2. *Self-Sufficiency Projects*: Including Backyard/Community Gardens, Brown Bag Clubs, and small cottage industry.

3. *Access to Food Stamp, WIC, Surplus Commodity Goods, etc.*: One-on-One and small group services to train farmworkers on basic eligibility and rights and responsibilities to public nutrition program participation. Follow-up and intervention takes place on an as needed basis.

4. *Nutrition/Consumer Education*: Sessions in canning/freezing food nutrition, budget counseling, cooking workshops, etc.

5. *Food Banks*: To actively participate in all appropriate area food banks to ensure the greatest degree of quantity and quality of privately donated foods for distribution to our client population.

6. *Referrals*: To work jointly with all other public/private sector services to eliminate any duplication and to maximize coordination. These include employment and training, education, housing, etc.

7. *Nutrition Monitoring*: To sponsor Nutrition Assessment research to better monitor the effectiveness of our programs and to develop planning for the most appropriate future policy.

8. *Federal and State Government*: Participate in Governor's Task Force on Migrant and Seasonal Farmworkers and other hunger related policy boards to advocate on behalf of the farmworkers.

Delmarva Rural Ministries, Inc. (DRM) is a community based, private, non-profit organization providing health care and nutritional services to migrant and seasonal farmworkers and the rural poor on the Delmarva Peninsula. Community and church recognition of the need to address social and economic conditions of some 10,000 migrants in 1971 provided the impetus for DRM's beginning. Over the years the staff has grown from one VISTA volunteer and two church volunteers to an organization administering primary health and nutrition services in Delaware, Maryland, Virginia, West Virginia and Pennsylvania (Region III). A year-round staff of twenty-five maintains the basic structure for administration, three health clinics, and health and nutrition outreach throughout Region III. At seasonal peak in July/August some seventy-five staff register and assist some 8,000 migrants.

A holistic approach to the delivery of services to farmworkers and the rural poor is a DRM hallmark. Basics such as culture, ethnic backgrounds, language, and socio-economic factors are all taken into consideration in developing the kind of client rapport necessary for effective communication in client health and nutrition care and treatment as well as educational programs. DRM staff is largely bi-lingual with one year-round outreach person who is tri-lingual (English, Spanish, Creole).

Recognized as a model project by the U.S. Department of Health and Human Services, Bureau of Health Care Delivery and Assistance, DRM has been commended over the years for doing business in a cost-effective and innovative way.

It should be noted that DRM is the last of the eight original farmworker community food and nutrition (CFN) conduit agencies for Region III and is operating in 1986 at slightly higher than 1979 funding level. For this and other reasons, DRM relies heavily on church and community support to continue its assistance to migrants and the rural poor.

In 1980 the Community Services Administration designated DRM the Farmworker Nutrition Conduit for Region III's five-state area. These mid-Atlantic states are an integral part of the East Coast migrant stream receiving farmworkers both from Texas and Florida. A variety of truck crops are harvested in these states including asparagus, peppers, potatoes, tomatoes, cucumbers, apples, peaches, grapes, etc.

DRM as Conduit serves as the lead farmworker agency in the Region, consolidating the administrative tasks of 8 separate agencies into one. In its capacity it provides training and technical assistance to the subcontracting agencies and serves as liason between the Office of Community Services and the field level. In this manner the administrative tasks can be focused on one agency thereby freeing the other agencies to do their jobs at the field level.

The high farmworker impact areas of Delaware, Maryland, Virginia and West Virginia include 35 mostly rural counties. In FY 1984, 24,961, (I) 12,537 (H) farmworkers were served through the Community Food and Nutrition Project. The ethnic breakdown of this group was:

Black	7%
Cuban	1%
Haitian	4.5%
Mexican American	15%
Puerto-Rican	52.5%
South East Asian	1.5%

DRM is currently awaiting the decision on its FY 1986 grant application. We are at or ahead of projected program goals for this time of year. In addition to the Federal grant, DRM continually works to keep its support as broad based as possible.

The drought being experienced this summer will greatly effect the level of nutrition crisis relief. The potato crop in Delaware alone is estimated to be 40 - 50% of normal levels.

The agricultural community in the Region is experiencing stresses too. The drought this year is sufficient for calls for disaster relief. There are other pressurs as well including increased pressure for other land uses, competition from foreign markets, etc.

In keeping with the phrase "Farming is Everybody's Bread and Butter", DRM's policy is to work with the farmers and growers. As advocates of farmworkers we realize their many needs and work diligently toward them, but we do not do this in a vacuum. As a local grower and Farm Bureau member recently stated, "The farmers and Delmarva Rural Ministries maintain a symbolic relationship."

With this in mind our basic recommendation to the Committee is to establish the Farmworker CFNP on a national level and to establish basic nutritional goals for MSFW's These should be based on the excellent research data which has been published recently establishing the nutrition deficit that the rural poor and the results of that research being conducted now. The delivery of services to farmworkers requires an outreach based, flexible approach. It should, therefore, be developed from the experiences of farmworker agencies.

PROGRAM SERVICE STATISTICS

	(I)	(H)
Nutrition Crisis Relief	12,350	5,128
Access to Food Stamps, WIC, ect.	5,076	2,592
Self-Help	12,303	6,228
Translation	3,403	1,952
Transportation	1,512	1,295
Nutrition Education	3,472	2,438

There are still areas of the Region where there is no program set-up for migrant nutrition services and other areas where there are limited programs.

Due to lack of a comprehensive national program, there are many areas of migrhat impact where nutrition programs once were operated as part of the Nation Farmworker CFNP Conduit network and no longer exist. States have not for the most part assumed this responsibility under the Community Services Block Grant.

PREPARED STATEMENT OF STUART J. MITCHELL, EXECUTIVE DIRECTOR, RURAL OPPORTUNITIES, INC.

Introduction

I am very pleased to have been given this opportunity to present testimony before this committee. You are to be commended for taking time to explore and learn more about the problems which confront migrant and seasonal farmworkers. I am honored to have been selected as one of the presenters.

I have worked directly with migrant and seasonal farmworkers since 1967. I began my work as an Outreach Worker for a church based action committee. I have worked in nearly every aspect of programming directed toward addressing the many problems confronting migrant and seasonal farmworkers. My experience is based primarily in the Northeast areas of our country. I worked directly with farmworkers in program services from 1967 to 1977. During that time I was directly responsible for developing two migrant health programs, a self-help housing program, several child care programs, the first training and placement project in New York, and numerous leadership roles advocacy issues requiring local, state or federal changes in legislation or regulations.

As the Executive Director of Rural Opportunities, Inc. since 1977, I have provided a leadership role in developing training and employment services, emergency and supportive services, and housing & economic development assistance to migrant and seasonal farmworkers throughout New York, Pennsylvania, New Jersey and Ohio.

Rural Opportunities, Inc. is a leader in many aspects of vital programming designed to assist farmworkers to transition from seasonal underemployment to year round full-time unsubsidized employment. The primary mission of our organization is to assist migrant and seasonal farmworkers to transition themselves and their families from a life of poverty and deprivation to a life of independent, self-sufficient, productive and meaningful existence within their communities.

As background material I have enclosed a copy of a recent article written by the National Congress for Community Economic Development. This article describes the history, the programs, and the goals of Rural Opportunities, Inc. (Attachment A)

One of the many unique aspects of our organization is the fact that our Board of Directors is comprised of migrant and seasonal farmworkers (majority control), state agency representatives, other human service organizations, and of upmost importance, employers of farmworkers. This unique combination of leadership has allowed our organization to maintain a vitality and relevance which has been helpful to the farmworker, government, and the agricultural industry.

As a private not for profit corporation we are governed by this broad based Board of Directors which meets on a very regular basis to set policy, provide direction, and resolve problems. I am pleased to present this organization before you as an example of the many efforts throughout the country which have been developed to address problems and concerns of migrant and seasonal farmworkers.

In order that you might be able to visually understand the organization I have included a chart of our corporate structure and affiliate corporations, a table of organization, and a listing of our grants and contracts. In addition I have included an outline of the primary services we provide. (Attachment B)

We are proud to be a member of a national association of farmworker organizations, (The Association of Farmworker Opportunities, Inc.). AFOP represents 47 organizations similar to ours throughout the United States. These regional and multi-state organizations are charged with the responsibility of providing a wide range of critical training, employment, and other supportive services to farmworkers. I have enclosed a copy of the AFOP brochure which details the work of our association and its membership. The comments I will make in this report are representative of the concerns and opinions of the members of AFOP.

Programs and Activities which Assist Migrant and Seasonal Farmworkers

As I have mentioned above our organization provides a broad range of programs for migrant and seasonal farmworkers. These programs can be broken down into the following categories:

Training & employment services
Emergency and supportive services,
Housing development
Employment creation through community economic development ventures
Advocacy for farmworker protections & rights

I will highlight some of the key specific programs we provide in each of these categories.

A. Training and Employment Services

Our organizacion receives its primary source of funding from JTPA Title IV Section 402. This particular section of JTPA provides for national, competitive funding for the purpose of assisting farmworkers obtain self-sufficiency through stabilized income generated from year round full-time meaningful employment. JTPA Title IV, Section 402 funding is designed to assist farmworkers transition from seasonal agricultural employment to year round full-time employment through provision of: employability assessment, job related counseling, self-directed job search, job development and placement assistance. Through our many and varied vocational training activities we attempt to teach skills necessary for effective competition in the job market. We provide this vocational training assistance through classroom training, on-the-job-training, academic assistance, work experience, and other similar occupational skills development programs. In addition we provide a wide range of supportive services such as emergency food and lodging, relocation assistance, purchase of items needed for employment, transportation assistance, etc.

Our training and employment program is an ongoing effort designed to work on a one to one basis with eligible clients throughout the long term critical time of transition from seasonal agricultural employment to year round full-time employment. As you will note from reviewing the client characteristics (Attachment B), we begin our work with farmworkers whose basic educational level is less than a high school education and whose annual income is $2,888.

In addition our clients come to us with very few if any personal resources. Often we must provide relocation assistance in the form of apartment rent, assistance in food and clothing etc. This effort requires the dedicated and skilled work of staff who must first develop a strong level of trust with the client and his/her family and work through a multitude of problems ranging from a need for long term educational and skill development to every conceivable barrier which would confront anyone who decides to settle in a community, learn a skill, house and feed his/her family, become accepted in that community, obtain the necessary resources i.e. transportation, housing, clothes, etc. and begin a completely new life. As you can imagine this is a very scary and risky decision. It is one which farmworkers often take years to decide and one which requires enormous personal self-confidence.

Obviously a tremendous responsibility is placed in the hands of our staff each time an individual or family chooses to make this critical transition. Success stories abound, however, time does not permit me to detail some of the tremendous personal stories of commitment and achievement demonstrated by the clients with whom we work.

B. Emergency and Supportive Services

Because farmworkers face each day not knowing whether or not there will be work, our organization is often called upon to provide emergency assistance in the form of food, lodging, transportation and clothing. We have developed an extensive program of direct assistance and referral to farmworkers in order to assist them. JTPA funding limits the amount of money we can spend from our employment and training contract. Without the active participation of other programs in the areas of child care, health services, and others our ability to transition workers from seasonal employment into year round full-time employment would be impossible.

C. Housing Assistance

Our organization has been a leader in the effort to attempt to respond to the terrible housing conditions confronted by many farmworkers. We have developed a two prong approach to the housing crisis.

Through our JTPA Title IV, Section 402 funded housing contract we attempt to develop farm labor housing through use of the Farmers Home Administration programs and other government and private funding sources. Our effort in this arena focuses primarily on working with employers of farmworkers to assist them upgrade their housing for migrant and seasonal farmworkers.

In our area most housing is owned by the employer. We have not been very successful in developing seasonal farm labor housing which is owned by the worker or the community. We are working in New Jersey with a special technical assistance contract awarded to us by FmHA to assist in the development of community owned seasonal farm labor housing. We are confident that this effort which is currently under way will result in 24 units of housing for farmworkers.

Our second and directly related approach is to develop year round housing using federal and state funding sources. Through this approach we have been able to develop many units of apartment and home ownership housing, which has allowed migrant and seasonal farmworkers to obtain decent, affordable housing.

Our agency has taken advantage of the tax benefits available in real estate to work with private developers as co-general partners, to syndicate our share of these projects and use the proceeds of syndication to invest in other housing activities for migrant and seasonal farmworkers.

The present debate in the tax reform legislation has put a big shadow over the future of this approach. We are hopeful that Congress will continue the tax credit and tax depreciation program vitally important for meaningful investment by housing developers in low income housing activities. Our organization has taken full advantage of this tax benefit for the sole purpose of increasing housing stock for low income farmworkers and other rural poor. As one example, we developed a 34 unit rural housing project with a private developer. Our share of the proceeds from tax syndication was approximately $58,000 dollars. With those proceeds we capitalized a for profit construction company designed to build affordable housing units for farmworkers and other poor people and purchase the land necessary to receive a state grant to build a four unit homeless housing project. We call this the Robin Hood Housing Development Approach.

D. Employment Creation Through Community Economic Development

Our organization believes that one very important way to assist migrant and seasonal farmworkers transition from poverty to self-sufficiency is through the creation of new employment opportunities which are geared primarily to the interests of farmworkers. To that end our Economic Development Division has created a wood products business which will employee 30 to 50 workers in the manufacturing of standard size furniture blanks which are used by the furniture industry in constructing furniture, desks, etc. This venture is made possible through the joint participation of the Federal government, New York State government, private industry and commercial lending institutions.

In addition we are presently in the developmental stages of a hydroponic farm in Pennsylvania. This business will employ 30 to 50 workers in the growing, harvesting and selling of lettuce and other hydroponically growned vegetables. A similar combination of public/private involvement is critical to the viability of this planned activity.

We have recently purchased a data entry business which employs 16 people involved in data entry services for local businesses and industries in the Rochester area. This business includes a strong training component which will introduce farmworkers to the world of computer based employment. We are linking a commercial business venture with a training component designed to both make money and train clients.

E. Advocacy for Farmworker Protections and Rights

We believe that farmworkers are confronted with many problems which can only be solved through changes in local, state or federal legislation and regulations. Through our affiliate committee, The Committee for Farmworker Justice, we work to inform public policy makers at all levels of government regarding the laws and regulations which act as barriers to economic and social self-sufficiency for migrant and seasonal farmworkers. We do not believe we can only provide bandage services to farmworkers in order to help them exist day to day in the midst of their poverty and deprivation. We believe a strong effort must be made to remove any and all examples of institutionalized discrimination which is perpetuated through our many governmental institutions.

For example, our organization worked for many years to raise the New York State Minimum Wage for farmworkers of $2.00 per hour to the federal minimum wage of $3.35 per hour. This was a six year effort and was finally successful in 1983.

We are presently actively seeking state regulation to require field toilets, hand washing facilities and drinking water for farmworkers in New York State. Through our Board and staff supported "Committee for Farmworker Justice" we are able to present these problems and issues to the appropriate officials without use of federal or state grant funds.

Characteristics of the Work Environment within the Agricultural Industry

Meaningful employment opportunities within agriculture for unskilled migrant and seasonal farmworkers is very limited. The fact is that the vast majority of farmworkers live in poverty as they work in agriculture. There are many reasons for this reality. I will list several of the key factors which affect the life of the farmworker and which result in low wages, no meaningful job security, no upward mobility and poor working conditions.

Characteristics of the Work Environment:

1. There are many more farmworkers needing employment than there are jobs. There is a constant oversupply of workers available to the industry. This of course allows the employer to hire workers at the cheapest cost possible. Potential employees have no bargaining power to negotiate wages, working conditions, benefits etc.

2. The unskilled work required to plant, harvest and process fruits and vegetables results in a big pool of entry level positions with few if any opportunities for upward mobility through attainment of seniority, new skills etc. There is simply no need for a stratified labor force within the production sector of agriculture.

3. Agricultural needs are cyclical and seasonal. Very few employment opportunities exist for year round full-time jobs within agriculture. For migrant and seasonal farmworkers the barriers of race and education further limits meaningful year round employment in agriculture.

4. Our country maintains a policy of cheap food. Although our tax dollars support the agricultural industry we do not directly support labor intensive agribusiness. In addition our public policy is driven by a goal of having the cheapest food possible. This of course results in extremely low margins of return for food producers and therefore, a inability to pay a living wage for the workers at the low end of the industry. Public policy would have to address the structural realities of the industry as it impacts on the labor sector if we are interested in meaningful stabilization of the agricultural labor force. Unfortunately there are no economic or public policy incentives available for this approach.

5. Employers do not need sophisticated seasonal labor management practices. It does not require major inputs of management expertise to supervise the harvesting and processing of fruits and vegetables. Although there are intense periods of harvest and processing activities little expertise or investment is required to manage seasonal labor. This means that the workers become victims of a very informal and unproductive management style by employers. Underemployment and unemployment exists in large part because of this lack of organization in labor management and supervision.

6. There is no real incentive for improved productivity. The result of increased productivity is often a reduction in commodity prices received by the producer. Therefore, there is no interest by employers to improve efficiency and therefore, wages and working conditions of employees.

7. The agricultural industry is protected from regulatory labor laws required of other employers. Both at the state and federal level there are many examples of labor laws and regulations which exclude farmworkers from protections. This has caused a second class labor pool which is much cheaper to the agricultural industry than to other industries operating in our country.

8. Employers pay on the piece rate. An individual farmworker receives his/her income by working on a piece rate. If they do not work they do not get paid. No health insurance or other employee fringe benefits are involved in seasonal agricultural employment. Changes in weather, natural disasters, production schedules result in immediate and total unemployment by seasonal farmworkers.

9. Workers of color do the most menial and back breaking jobs Although minority farmworkers make up a small percentage of the total hired work force in agriculture, they represent the majority of workers in the most difficult and lowest paying positions in agriculture. Race is clearly a factor in availability of employment opportunities within agriculture. Most migrant and seasonal farmworkers working in the fruit and vegetable sectors of the industry are Hispanic, Black or Asian. It is difficult not to conclude that race is a primary characteristic of the farmworkers in poverty.

Why Training and Employment Assistance is Critical

In addition to the characteristics of the work environment farmworkers are confronted with multiple personal barriers which prevent them from moving from poverty to self-sufficiency. Without the JTPA funded employment and training program it is highly unlikely that many farmworkers could succeed in finding adequate and satisfactory employment.

Those multiple barriers include the following:

1. Poor formal educational training. Of the clients we serve nearly 75% are high school dropouts. Of those nearly half have not made it past the elementary grade level. Obviously education is critical in order to compete successfully for good jobs.

2. Limited English speaking farmworkers represent nearly 45% of the clients served in our organization. As with education, the ability to effectively communicate in English is an essential requirement for meaningful employment.

3. Many farmworkers have never held regular employment. Their experience with factory work, time cards and the usual employee/employer work relationship is minimal. This lack of work experience prevents many workers from being considered by employers for even entry level positions.

4. In many areas of our four state operation employers have had little or no experience hiring and working with minorities. Racism and prejudice create another significant barrier for farmworkers.

5. Farmworkers earned an average of $2,880.00 income from their work during the period 1985. Obviously with this extremely low income farmworkers have few if any resources to assist themselves in transitioning from seasonal employment to year round full-time employment.

6. We believe that the program design created by Congress and detailed in JTPA Title IV, Section 402 has been an important reason for the success reached in moving farmworkers into the world of creative and meaningful work opportunities. Last year we placed 415 farmworkers into year round full-time jobs, at a cost of $5,600 dollars per participant.

Recommendations

There has to be several different strategies developed to address the problems which cause poverty and hunger among many thousands of migrant and seasonal farmworkers throughout this country. This paper has attempted to identify particular efforts being made to assist migrant and seasonal farmworkers transition from seasonal underemployment into year round full-time unsubsidized employment which results in a meaningful lifestyle and a productive contribution to our community. I have also identified some of the barriers which make it difficult for farmworkers to make this transition. We have identified some of the characteristics of work within the industry which causes low wages, underemployment, and lack of upward mobility for migrant and seasonal farmworkers.

Therefore, recommendations must involve both changes in public policy required to respond to the needs of workers and to the agricultural structure in ways which will eliminate the need for long term public intervention into this particular industry labor force.

Necessary changes in JTPA, Title IV, Section 402

1. Much greater financial investment must be made by JTPA in order to make a significant impact on training and placing farmworkers into decent jobs. Nationally in 1984, 20,314 farmworkers were placed in year round full-time employment through the work of 402 funded organizations. This effort represents only .01 percent of the total farmworker population in the country.

2. The current performance standards, particularly limits on cost per entered employment, have resulted in creaming by operators. Because of these required standards 402 operators are forced to work with only those farmworkers who can readily transition from seasonal employment to year round full-time employment. This of course leaves behind those workers with the more serious barriers. Performance standards must allow for realistic and flexible intervention with the hard to place client.

3. These same performance standards have basically eliminated long term educational and vocational skills development. Very little work can be done to provide language development and academic improvement. In our organization we have nearly eliminated our long term classroom training program because of its cost and lack of support through the JTPA program.

4. JTPA should refund a separate farmworker youth training and vocational exploration program. Under CETA we operated a very successful farmworker youth training program. This was eliminated in JTPA. It is obvious that the more work we are able to do with young people the greater possibility for long term change. As reported above nearly 70 percent of our clients are high school dropouts.

5. JTPA must maintain a national program office and funding for farmworker employment and training programs. Because farmworkers travel throughout the entire country, as well as within each state there is no identifiable local entity which is compelled to address their particular needs. Through the system of regional and statewide organizations connected to a national office with particular expertise in farmworker issues an effective delivery system has been designed and implemented. Increased resources to the national office would enhance their ability to assume even more leadership at the national level on behalf of the training and employment needs of migrant and seasonal farmworkers.

6. Increased program flexibility to allow and encourage grantees to become involved in employment creation projects through community economic development. This is vitally important if we are to make a serious impact on rural long-term employment problems. In many cases our work is severely hampered because of the serious lack of business and industry available in rural areas. Grantees should be trained to work with the business community in partnership for economic development ventures.

7. The JTPA, Title IV legislation directs the USDOL to fund farm labor housing development. This is the only national resource available to provide farmlabor housing development assistance. Because of the extremely limited resources available (approximately 2 million dollars) very few grantees are able to become involved in housing development for migrant and seasonal farmworkers. JTPA should increase its commitment in Title IV, Section 455 and work with other federal agencies to develop a meaningful and comprehensive housing development effort.

8. JTPA should allocate resources to 402 grantees to allow them to effectively respond to crises confronted by farmworkers during natural disasters. It is very ironic that our national disaster relieve program developed to respond to loss of crops from drought, hurricane, tornado and other natural causes says nothing about assisting farmworkers who have lost their job, and often their employer-owned housing, because of these natural disasters.

9. The present debate in Congress regarding immigration reform has been centered on the needs of the agricultural industry for a ready and available labor force. It appears that Congress will pass legislation to ensure agricultural labor supply from countries throughout the world. Any final legislation should ensure that 402 funded organizations have authority and responsibility to provide necessary training, employment and supportive services to agricultural workers who are seeking residency or citizenship under the legalization provisions within the law.

10. Emergency and supportive services must be increased in the 402 program. Because of the performance standards and the resource allocation formulas 402 programs have had to eliminate the majority of its outreach and emergency services efforts. In our program we have had to cut back emergency services from approximately 30 percent of our grant under CETA to only 15 percent under JTPA. This has resulted in a major reduction in direct client outreach assistance as well as direct financial assistance to workers who are confronted with emergency situations. Farmworkers are often faced with no money for food, transportation or and housing. Although JTPA is clearly employment and training oriented the unique day to day, hand to mouth existence faced by farmworkers should be factored into the program design and performance standards.

Recommendations for Public Policy Initiatives to be Developed by Federal Government

Congress and the administration must develop a rational farm labor policy for agriculture which has as its foundation the requirement that farmworkers earn decent income, work with dignity, and maintain a quality of life equal to that which we desire for other workers.

The goals for an agricultural human resource policy should include:

a. Guaranteed work for all U.S. farmworkers during their employment in agriculture.

b. All present descrimination in worker protection laws and regulations against migrant and seasonal farmworkers should be eliminated. Farmworkers should receive the same protections in the work place that all other workers enjoy.

c. Congress should require that necessary services such as field toilets, drinking water, handwashing facilities are required in the common work place for migrant and seasonal farmworkers, i.e. fields.

d. Specific protective regulations must be available to assure that farmworkers are not poisoned by the use of pesticides on the crops being harvested.

e. All federal legislation developed to assist the agricultural industry should include provisions for assistance to the farm labor sector. and to ensure that there are not adverse effects to agricultural labor from the adoption of federal agricultural legislation. For example, the recent dairy herd buy out program made no provisions to respond to the many farmworkers who were laid-off because of the reduced production.

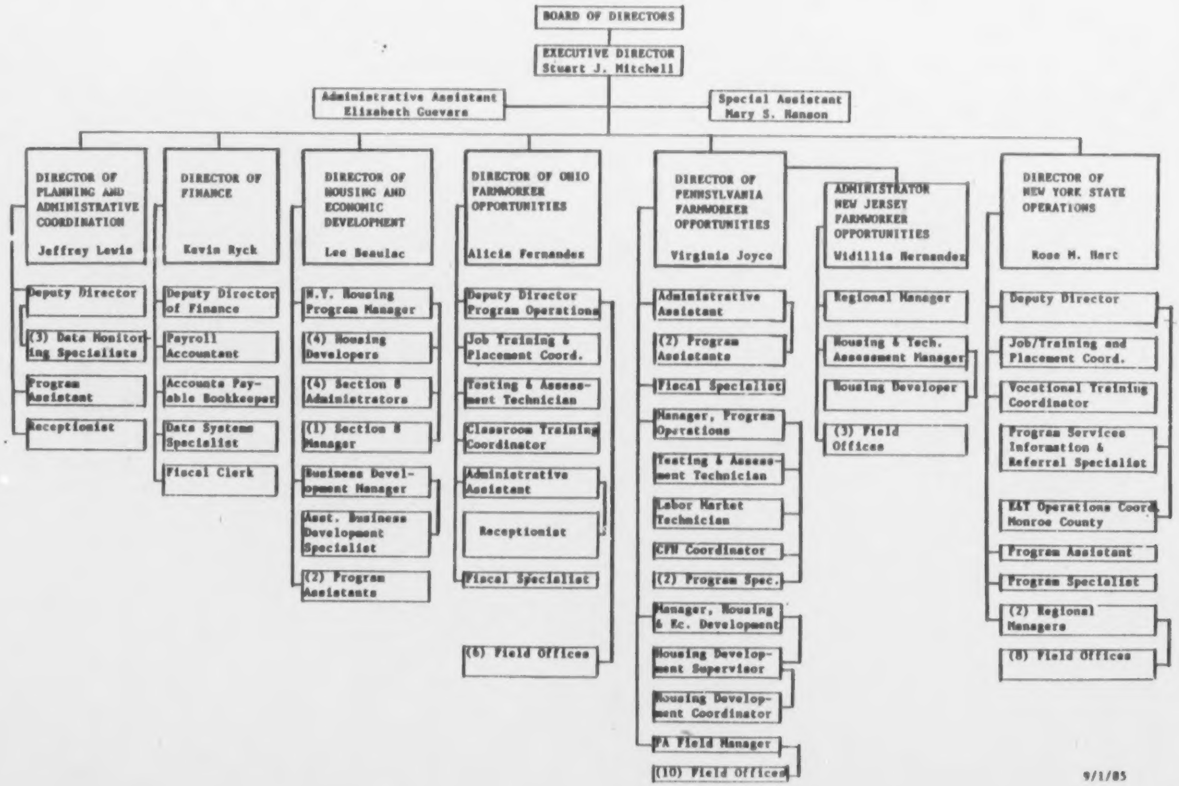
f. Congress should require that the 1990 Census include the appropriate questions necessary to accurately identify the number and characteristics of workers in agriculture.

g. Legislation should be developed which would require producers and food processors to negotiate three party agreements for the purpose of establishing negotiated wages and other employment related matters. The model recently designed between the Campbell's Soup Company, the farmworkers represented through Farm Labor Organizing Committee (FLOC) and the tomatoe and cucumber growers could be a model for this legislation. Legislation must be developed in order to ensure the three parties involved in agriculture have equal footing from which to begin negotiations.

h. All federal agencies who are responsible for services to migrant and seasonal farmworkers should be required to establish programs and regulations which attempt to address the long term structural barriers which prevent farmworkers from obtaining decent wages and living conditions.

i. U.S.D.A. must be required to target more resources and energy to the Agricultural Labor Sector. USDA must develop a comprehensive farm labor policy which is formulated to upgrade Agricultural Labor. USDA did appoint a Ag Employment Work Group to study the issues and make recommendations. This AEWG included growers, professors, and farmworker advocates. Many good ideas have been recommended, however, no resources from USDA have been allocated to respond to the recommendations.

TABLE OF ORGANIZATION


BOARD OF DIRECTORS
EXECUTIVE DIRECTOR Stuart J. Mitchell
Administrative Assistant Elizabeth Guevara
Special Assistant Mary S. Hanson
DIRECTOR OF PLANNING AND ADMINISTRATIVE COORDINATION Jeffrey Lewis
Deputy Director
(3) Data Monitoring Specialists
Program Assistant
Receptionist
DIRECTOR OF FINANCE Kevin Ryck
Deputy Director of Finance
Payroll Accountant
Accounts Payable Bookkeeper
Data Systems Specialist
Fiscal Clerk
DIRECTOR OF HOUSING AND ECONOMIC DEVELOPMENT Lee Beaulac
N.Y. Housing Program Manager
(4) Housing Developers
(4) Section 8 Administrators
(1) Section 8 Manager
Business Development Manager
Asst. Business Development Specialist
(2) Program Assistants
DIRECTOR OF OHIO FARMWORKER OPPORTUNITIES Alicia Fernandes
Deputy Director Program Operations
Job Training & Placement Coord.
Testing & Assessment Technician
Classroom Training Coordinator
Administrative Assistant
Receptionist
Fiscal Specialist
(6) Field Offices
DIRECTOR OF PENNSYLVANIA FARMWORKER OPPORTUNITIES Virginia Joyce
Administrative Assistant
(2) Program Assistants
Fiscal Specialist
Manager, Program Operations
Testing & Assessment Technician
Labor Market Technician
CPN Coordinator
(2) Program Spec.
Manager, Housing & Ec. Development
Housing Development Supervisor
Housing Development Coordinator
PA Field Manager
(10) Field Offices
ADMINISTRATOR NEW JERSEY FARMWORKER OPPORTUNITIES Vidillia Hernandez
Regional Manager
Housing & Tech. Assessment Manager
Housing Developer
(3) Field Offices
DIRECTOR OF NEW YORK STATE OPERATIONS Rose M. Hart
Deputy Director
Job/Training and Placement Coord.
Vocational Training Coordinator
Program Services Information & Referral Specialist
E&T Operations Coord. Monroe County
Program Assistant
Program Specialist
(2) Regional Managers
(8) Field Offices

9/1/85
]

Rural Opportunities, Inc.
&
Affiliate Corporations

Table of Organization

RURAL OPPORTUNITIES, INC.

*Parent Corporation, Non-profit, Charitable
*Purpose:
Render assistance to disadvantaged persons, especially migrant & seasonal farmworkers.
Develop and operate programs that serve disadvantaged persons.
*Licensed to operate in New York, Pennsylvania, New Jersey and Ohio.

RURAL HOUSING ACTION CORP. (RHAC)

*Non-profit
*Purpose: Ownership and investment in properties.
Residential development.
*Licensed to operate in New York, Pennsylvania, New Jersey and Ohio.

Board of Directors:
Stuart Mitchell
Kevin Ryck
Lee Beaulac
Dr. Eileen Stommes
Herb Engman

FRAMEWORKS BUILDING SYSTEMS, INC.

*For-profit
*Purpose: Dealership for Pond Hill Building System.
General Contractor for New Construction including Pond Hill.
*Licensed to operate in New York State.

Board of Directors:

Same as RHAC

PENNSYLVANIA HUMAN DEVELOPMENT CORP. (PHDC)

*Non-profit, Charitable organization
*Purpose: Increasing participation of migrant and seasonal farmworkers and other rural poor in small business.
Creation of small business opportunities.
*Licensed to operate in Pennsylvania.

Board of Directors:
Jay Gardner
Lee Beaulac
Virginia Joyce
Lawrence McMillan
William Tilghman
Charles Kingston

HYDROPONICS, INC.

*Venture specific for profit corporation
*Purpose: To operate a hydroponic farm business.
*Licensed to operate in Pennsylvania.

Board of Directors:
Yet to be named
by PHDC

9/85

EXPENDITURE REPORT

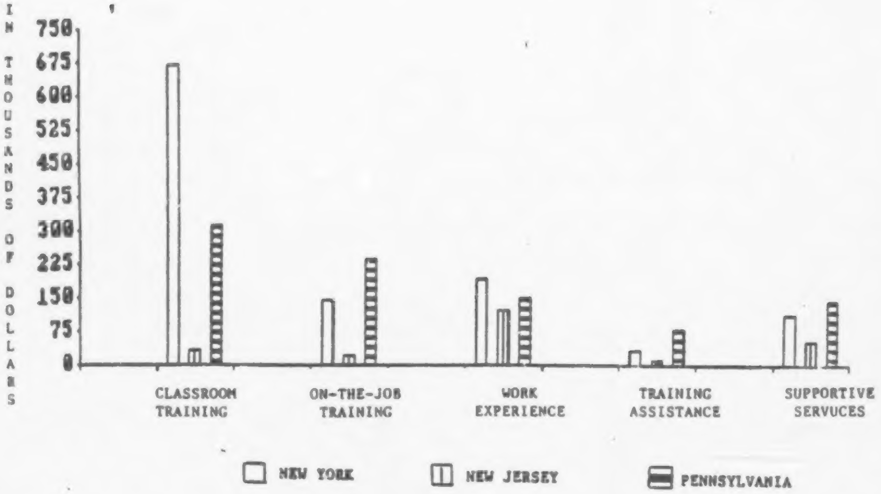
UNAUDITED, ESTIMATED COSTS
AS OF 09/30/85

GRANT DESCRIPTION	AGENCY	ST	PROGRAM ACTIVITY	START DATE Y/M/D	TERM DATE Y/M/D	GRANT AWARD	EXPENSES AS OF: 09/30/85	AWARD BALANCE	% GRANT SPENT	% GRANT PERIOD
U.S.D.O.L 402	DOL	NY	Empl/Trng	840701	850630	1,620,403	1.430,245	190,158	88%	100
U.S.D.O.L 402	DOL	NY	Empl/Trng	850701	860630	1,432,988	345,662	1,087,326	24%	25
U.S.D.O.L 402	DOL	PA	Empl/Trng	840701	850630	1,418,309	1,203,320	214,989	85%	100
U.S.D.O.L 402	DOL	PA	Empl/Trng	850701	860630	1,289,454	328,839	960,615	26%	25
U.S.D.O.L 402	DOL	OH	Empl/Trng	850701	860630	1,210,046	212,090	997,956	18%	25
U.S.D.O.L 402	DOL	ALL	Housing	840502	860630	554,756	365,131	189,625	66%	65
U.S.D.O.L 402	DOL	NJ	Empl/Trng	840701	850630	463,459	304,914	158,545	66%	100
U.S.D.O.L 402	DOL	NJ	Empl/Trng	850701	860630	316,913	108,742	208,171	34%	25
DHHS-OCS Agr Careers	DHHS	NY	Empl/trng	840929	850930	313,636	301,000	12,636	96%	100
FmHA Tech'l Assistance	FmHA	NJ	Services	850501	870430	257,578	15,833	241,745	6%	21
1986 C.S.B.G.	NYS	NY	Services	850701	860630	175,098	31,000	144,098	18%	25
1985 C.S.B.G.	CSBG	NY	Services	840701	850630	169,971	158,781	11,190	93%	100
1985 Sect 8 Orange	DHCR	NY	Housing	850101	851231	151,541	123,000	28,541	81%	75
1985 Sect 8 Dutchess	DHCR	NY	Housing	850101	851231	102,515	70,000	32,515	68%	75
Monroe Co-Y.E.T.P. B69708	MC	NY	Empl/Trng	840701	850630	100,000	93,000	7,000	93%	100
1985 Sect 8 Sullivan	DHCR	NY	Housing	850101	851231	96,870	74,000	22,870	76%	75
1986 Monroe County -YETP	MC	NY	Empl/Trng	850701	860630	70,380	6,722	63,658	10%	25
1985 Sect 8 Yates	DHCR	NY	Housing	850101	851231	62,048	47,000	15,048	76%	75
1985 Sect 8 Genesee	DHCR	NY	Housing	850101	851231	60,304	43,000	17,304	71%	75
1985 C.S.B.G.-PA	DCA	PA	Econ/Devel	850101	851231	60,000	40,701	19,299	68%	75
D.H.C.R.-Rural Pres	NYS	NY	Housing	841001	850930	47,990	41,000	6,990	85%	100
Delmarva 1984-85	DEL	PA	Nutrition	841001	850831	37,189	37,189	0	100%	100
NYS-ORRA Serv. (G.L.O.W.)	NYS	NY	Services	850101	850931	28,000	22,000	6,000	79%	100
NYS/DSS (JOB CLUBS)	NYS	NY	Services	850601	860528	27,226	7,000	20,226	26%	34
1985 C.S.B.G. -DISC	NYS	NY	Handbook	840701	850630	20,000	19,125	875	96%	100
D.C.A.-E.S.L.	DCA	PA	Econ/Devel	850701	860630	15,000	1,970	13,030	13%	25
NJ-DHS/DYFS-CUMBERLAND	NJ	NJ	Services	850701	860630	7,875	0	7,875	0%	25
NJ-DHS/DYFS-CUMBERLAND	DHS	NJ	Services	840701	850630	7,500	7,500	0	100%	100
NJ-DHS/DYFS-ATLANTIC	NJ	NJ	Services	850701	860630	7,500	0	7,500	0%	25
Steward Foundation	STEW	PA	Econ/Devel	850701	860612	2,500	1,348	1,152	54%	25
Steward Foundation	STEW	PA	Housing	840608	850607	2,000	2,000	0	100%	100
			TOTAL			10,137,049	5,450,112	4,686,937		

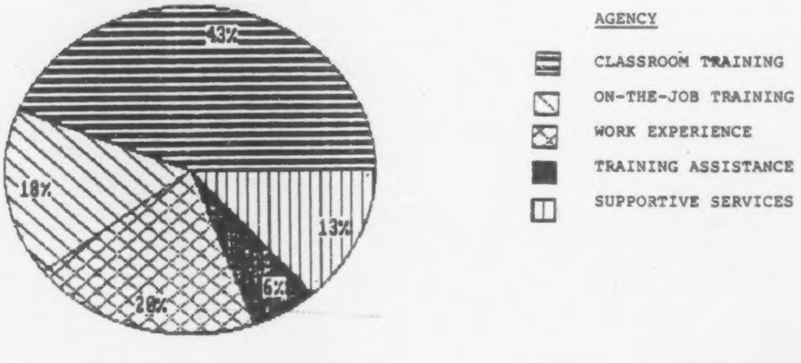
J.T.P.A. Program

EXPENDITURES BY ACTIVITY BY STATE

JULY 1984 - JUNE 1985

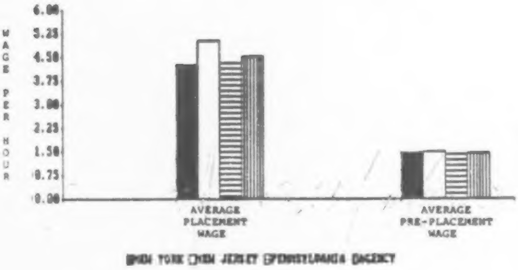


BELOW IS A GRAPHIC REPRESENTATION OF AGENCY WIDE ACTIVITY EXPENDITURES.

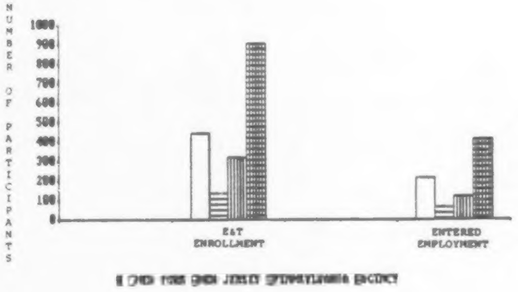


PARTICIPANT PLACEMENT INFORMATION

JULY 1984 - JUNE 1985



RURAL OPPORTUNITIES, INC. CURRENTLY COLLECTS DATA ON THE PRIOR ANNUAL INCOME OF ALL PARTICIPANTS AND DERIVES AN AVERAGE HOURLY PRE PLACEMENT WAGE. THE AVERAGE HOURLY PLACEMENT WAGE FOR THOSE PARTICIPANTS ENTERING UNSUBSIDIZED EMPLOYMENT IS ALSO CALCULATED.



GRAPHICALLY REPRESENTED TO THE LEFT IS THE TOTAL NUMBER OF EMPLOYMENT & TRAINING ENROLLMENTS IN THE THREE STATES AND THE AGENCY, AND FROM THOSE ENROLLMENTS, THE NUMBER OF PARTICIPANTS ENTERING EMPLOYMENT.

COST PER PLACEMENT

THE COST PER PLACEMENT IS CALCULATED BY DIVIDING THE NUMBER OF PLACEMENTS INTO THE TOTAL AMOUNT EXPENDED FOR THE PRORGAM. AS INSTRUCTED BY FEDERAL GUIDELINES, ADMINISTRATIVE COSTS ARE EXCLUDED FROM TOTAL EXPENDITURES. ALL OTHER COSTS (I.E. STAFF, SERVICES, OVERHEAD, ETC.) ARE, HOWEVER, INCLUDED IN THE EXPENDITURE SECTIONS.

STATE	TOTAL EXPENDITURES (LESS ADMIN.)	NUMBER OF PLACEMENTS	COST PER PLACEMENT
NEW YORK	$1,166,941.00	219	$5,328.00
NEW JERSEY	$251,688.00	71	$3,545.00
PENNSYLVANIA	$934,735.00	125	$7,478.00
AGENCY	$2,353,364.00	415	$5,671.00

CLIENT CHARACTERISTICS

July 1984 - June 1985

SEVERAL THOUSAND INDIVIDUALS ARE ENROLLED IN ROI PROGRAMS EACH YEAR. THE FOLLOWING INFORMATION WAS GATHERED AT THE TIME OF INITIAL ENROLLMENT INTO ANY ROI PROGRAM. THE FOLLOWING FIGURES COUNT INDIVIDUALS ONLY ONCE.

	NEW JERSEY		NEW YORK		PENNSYLVANIA		AGENCY	
	%	#	%	#	%	#	%	#
Total Participants	20.0%	841	42%	1727	38%	1578	---	4146
Ethnic Group:								
White	2%	15	25%	434	5%	77	13.0%	526
Black	3%	23	45%	775	42%	668	35%	1466
Hispanic	95%	799	29%	498	52%	826	51%	2123
Limited English	82%	690	27%	467	44%	696	45%	1853
Public Assistance	9%	73	12%	202	13%	207	12%	482
Age Group:								
14-21	16%	139	20%	350	14%	227	17%	716
22-44	67%	561	70%	1201	75.0%	1176	71%	2938
45+	17%	141	10%	176	11%	175	12%	492
Educational Status:								
In School	0%	0	2%	29	1%	13	1%	42
Dropout	83.0%	701	64%	1101	76%	1203	72%	3005
High School Grad./ Equiv. and Above	17%	140	34%	597	23%	357	26%	1094
Employment Status:								
Unemployed	87%	734	76%	1315	71%	1120	76%	3169
Underemployed	6%	48	10%	165	22%	341	13%	554
Other	7%	59	14%	247	7%	117	11%	423
Farmworker Status:								
Migrant	72%	608	55%	943	56%	877	59%	2428
Seasonal	28%	233	45%	784	44%	701	41%	1718
Sex:								
Male	93%	783	79%	1369	83%	1309	83%	3461
Female	7%	58	21%	358	17%	269	17%	685

THE MAJORITY OF ROI CLIENTS MUST MEET FAMILY INCOME GUIDELINES ESTABLISHED BY EACH PROGRAM FUNDING SOURCE. THESE INCOME LIMITS ARE BASED ON VARIOUS STATE AND FEDERALLY DETERMINED DEFINITIONS OF THE POVERTY LEVEL OR LOWER LIVING INCOME STANDARDS. MANY ROI CLIENTS REGISTER AS SINGLE INDIVIDUALS AND AS SUCH CAN EARN NO MORE THAN $5,250 ANNUALLY. MEMBERS OF A FAMILY OF FOUR MAY BE SERVED IF THE FAMILY INCOME IS BELOW $12,400. EXACT INCOME FIGURES FOR ROI CLIENTS ARE NOT AVAILABLE AT THIS TIME, HOWEVER, A QUICK REVIEW OF CLIENT ELIGIBILITY DETERMINATION FORMS (APPLICATIONS FOR SERVICES) SUGGESTS THAT THE TYPICAL ROI CLIENT'S INCOME IS WELL BELOW THE FUNDING SOURCE GUIDELINES.

SOURCE: THE SOURCE OF THE CLIENT CHARACTERISTIC INFORMATION IS ROI'S DATA COLLECTION SYSTEM.

D. PROGRAM ACTIVITY

Rural New York Farmworker Opportunities, Inc. administered several programs during the year ended September 30, 1984. These programs included:

Type of Service Provided	Funding Agency
(1) Employment and Training	U.S. Department of Labor
	Monroe County, New York
	*Pennsylvania Department of Welfare
(2) Housing	U.S. Department of Labor
	New York State Division of Housing and Community Renewal
(3) Nutrition	Delmarva Rural Ministries
(4) Health	*New York State Department of Health and Mental Hygiene
(5) Economic Development	Pennsylvania Department of Economic Opportunity
(6) Other	U.S. Department of Health and Human Services
	*Stewart Foundation
	*York County, Pennsylvania
	New York State Division of Economic Opportunity
	New York State Department of Social Services

All of the programs, except those with an asterisk (*), have been funded for the next grant period.

PREPARED STATEMENT OF DAVID R. SMITH, M.D., MEDICAL DIRECTOR, BROWNSVILLE COMMUNITY HEALTH CENTER

POVERTY, MALNUTRITION, HUNGER, AND HEALTH CARE...
Contributing Factors To
America's Third World

> Engels' Law: "As income falls, food characteristics of higher earning disappear until the poorest have to support life on foods providing the most calories on the least money."

Health issues, such as nutrition, in the United States are are influenced by a multifaceted set of environmental conditions. Economic and cultural factors combine to create "pockets" in this country where malnutrition and hunger thrive, and this trend appears to be increasing in certain regions of the country and certain subpopulations, such as the Rio Grande Valley and the migrant farmworker. One cannot understand fully the physiologic ramifications of malnutrition, undernutrition, and hunger without having a sence of the social and economic climate. The need for indigent health care facilities able to provide outreach, nutrition counselling, and preventive health care, are an integral part of this impoverished environment; as poverty increases in a region or population the issues of hunger and malnutrition become magnified and contribute to the overall deterioration of health in that community. Ideally, preventive health care should be practiced, however most migrant and seasonal farmworkers cannot afford any form of private health care, and certainly cannot afford a visit to a local emergency room.

Migrant and seasonal farmworkers are a large and heterogeneous population with a substantial percentage, over 90% in some studies[1], at or below 100% of the Federal poverty guideline. In 1978 the total population of migrant and seasonal farmworkers was estimated by the Department of Health and Human Services to be in the range of 2.75 million people. Current conservative estimates place the population closer to 3.5 million people.[2] The health care needs of approximately 20% of this population are served by the federal Migrant Health Program through the funding of migrant health centers.

At present about 120 centers exist in forty (40) states and Puerto Rico.

"Health research in migrant and seasonal farmworkers in the United States has been scarce and fragmented.... Clinic-based research or community surveys take time, staff, and money, which is sorely lacking.[3]" The problem of malnutrition, undernourishment, and nutrition-related disease in the migrant and seasonal farmworker population is pathetically apparent now, and contributes to preventable morbidity and mortality in this easily forgotten population. "Facilities (migrant health centers) have been funded on a model that provides incentives for those who process a greater number of patients and have more medical 'encounters' rather than encourages research...."[3] Only recently, through help from the Office of Migrant health have health care providers which serve this population been united to address the health care needs of migrant and seasonal farmworkers.

The current burgeoning national debt does not bode will for "special interest goups" such as the migrant and seasonal farmworkers and the limited, often methodologically flawed research to date may not be sufficient to reverse their fate or substantiate their need.

In addition to the obvious implications to hunger, malnutrition, and undernourishment, the presence of any one of these conditions increases the risk of numerous other nutritionally related diseases, exacerbations of disease, and prolonged disease processes. Most are preventa-ble and from an economical standpoint more cost-effectively treated or prevented early.

Unfortunately, the migrant and seasonal farmworker is placed in a "niche" which subjects them to numerous insults which amplify malnourishment, and undernutrition. These conditions include poor sanitation (including field sanitation), overcrowding, and poverty, which expose this population to higher concentrations and more varied and relatively rare infectious agents. In a study recently completed by Unger et al[4] where the authors looked at the prevalence of parasitic infections in a migrant population in the Delmarva Peninsula, infection by parasites was determined in 34.2% of the population examined. In previous unpublished studies similar prevalence rates of parasitic disease were found of 30 and 59%. These rates are comparable to those found in most third world populations.

In a recent questionnaire of migrant health centers (3/86) preliminary findings indicate that obesity, poor dental health, diabetes, and anemia are the major nutrition-related health problems of migrant and seasonal farmworker families. Nutrition plays an integral part in all aspects of health and disease. The top six (6) most frequently diagnosed disorders in migrant health centers as identified in a survey by the National Association of Community Health Centers in 1982, are all adversely influenced by a state of undernourishment or malnutrition.

Communicable disease, often by unusual organisms, such as amebiasis, ascaris, shigellosis, brucellosis, yersinia, and numerous forms of hepatitis, appear more commonly and are more often protracted in nature in this population when compared to non-migrant and seasonal farmworker populations in community health centers (Hichs et al 1982). "Untreated parasitic conditions can lead to chronic anemia or malnutrition..."[3] and undernourishment. The vi-cious cycle of malnutrition, followed by protracted disease and weight loss is perpetuated in a patient with an underlying state of undernourishment.

The related issue of farmworker occupational health, nutrition, and field sanitation are inseparable. Physicians and other health care providers can temporarily eradicate one infectious organism only to have the same organism or a different one re-introduced into the host by the stagnant environment in which migrant and seasonal farmworkers live. Without a multifaceted approach to the issue of malnutrition, undernourishment, and health which involves a critical assessment and intervention in field samitation the "third world" existence of migrant and seasonal farmworkers will persist.

Recurrences of previously treated problems are common, and childhood growth failure, and developmental delay are often identified in migrant health centers.

An example of this multifaceted problem can be demonstrated by the case of MG, who is a 4 year old hispanic female of migrant parents who had been diagnosed with failure to thrive (growth failure, and developmental delay. She contracted a severe diarrheal illness for which the family did not seek prompt medical treatment, and eventually she became severely dehydrated. She presented to the health center and was admitted to the local hospital for treatment. She had loss over 10% of her body weight and was found to be anemic. Her stool demonstrated infection with two organisms amebas, and shigella. She required an 8 day hospital admission due to protracted diarrhea, and could not be started on solid foods initially because of her malnourished state.

A second case example involves a one-week old who developed diarrhea, and became severely dehydrated again resulting in hospitalization. The baby also had amebiasis, which required treatment, and intravenous fluids. The organism came from the families water supply which had been used to prepare the baby's formula.

The migrant farmworker is subjected to extreme poverty, malnutrition, and undernourishment, unsanitary and crowded living conditions, poor health standards, toxic chemicals, and limited field samitiation. These conditions clearly identify a population at risk, living in a "third world country," unfortunately and sadly this third world is in the United States.

Recommendations:

1. Maintain and increase food stamp eligibility
2. Maintain school luch programs and breakfast programs
3. Encourage coordination of services between school districts,

health centers, National Migrant Referral Project, Federal and State agencies.

4. Increase and support migrant and seasonal farmworker health related research.
5. Explore issue of farmworker health insurance and disability insurance.
6. Promote health and nutrition education and preventive health care as occurs in most migrant health centers
7. Support the need for outreach services for migrant farmworkers
8. Maintain, initiate, and support increased clinical inititatives in MIgrant Health, through such efforts as the Migrant Clinical Network.
9. Through such initiatives as the Network, train and orient migrant health care providers and develop consistent health care protocols.
10. Address and correct the issue of field sanitation through legislation.

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The Honorable Mickey Leland,Chairman
U.S. House of Representatives
Select Committee on Hunger
Room H2-507, House Office Building, Annex #2
Washington, D.C. 20515

July 31, 1986

Dear Representative Leland,

Thank you for the invitation to submit written testimony concerning migrant and seasonal farmworker access to the federal food stamp program. The following material has been prepared in response to your written request, as provided under current Legal Services Corporation rules.

As you are aware, Southern Minnesota Regional Legal Services, Inc. operates a migrant farmworker unit in Minnesota and North Dakota. I have worked with farmworkers or the food stamp program for most of the years between 1977 and now. I have worked with the food stamp program both as an attorney for farmworkers, as an employee of the Food and Nutrition Service in Washington, D.C. and as a representative of two Washington based advocacy organizations concerned with food assistance and farmworker issues. I appreciate your invitation to share some of what I have learned about farmworker food assistance needs.

Problem Areas

- **Expedited service**. Failures to identify households with emergency food needs are common throughout the country. Such failures often reflect inadequate training of receptionists who are responsible for screening applicants to identify those households which qualify for expedited service. In addition, problems exist because of inadequate staffing in local food stamp offices. Many rural food stamp offices are not prepared to accommodate the predictable increase in need for food assistance when the yearly influx of migrant families begins.

Because migrant families are frequently destitute when they arrive in a new area, many are eligible for expedited service. Failure to provide expedited service means long delays in needed food assistance, especially in the critical time before the crops are ready or jobs are found. I don't know of any state where this isn't a problem, though the degree varies considerably.

In areas where significant numbers of workers are new to farmwork, lack of information about entitlement to expedited services is a barrier to participation.

- **Failure to encourage same-day filing of the application**. Again, this problem occurs at the reception desk. It is common for farmworkers and others to be told to take the application home, fill it out, and bring it back at some later date—perhaps the date the interview is scheduled. Benefits may be lost because under current law food stamps are pro-rated from the day the application is filed.

Many states have come to a practical solution by providing a front page tear-off sheet to encourage same day filing, while still allowing households to fill out the application at home. This practice should be implemented nationally.

Some states, however, do not provide tear-off sheets, nor do they adequately describe how to submit a partially-completed application. Combined food stamp/PA applications can become the size of small books. For example, the North Dakota application is 40 pages long, has no tear-off sheet, and specifically instructs the applicant to fill out the entire form before filing it. Given the low reading skills of many in the migrant population, this can create a severe obstacle to participation.

- **Failure to provide assistance in completing the application**. This creates barriers, especially in areas which use longer application forms, or which do not provide bilingual services or forms. But, even in areas which provide all the appropriate paper, many migrants are simply not literate and will need help from someone. Traditionally, county agencies have expected migrant service organizations to help fill out applications. With the cuts in funding to these migrant organizations, and with their consequent re-direction towards job placement activities under the Job Training Partnership Act, that expectation is no longer realistic.

- **Need for bilingual services**. Even in areas which meet the administrative tests for bilingual services, the quality of services provided varies markedly. In addition, many smaller rural counties may not be required to provide such services even though their food stamp participation numbers swell during the growing season. And, for many smaller areas, the only translators available are college students whose school year ends after migrants have already arrived in the area. For such areas, it would be extremely helpful for the state agency to designate a person who could be available to do telephone translation for non-English-speaking applicants. This would reduce miscommunication caused by asking young children of migrant workers to translate at the interview.

- **Expedited service time-frames.** Although the instances of violations of expedited services time-frames have diminished considerably from several years ago, there are still problems. Violations primarily result from inadequate screening and failure to encourage same-day filing. These failures do not show up in quality control reviews, and are thus difficult to document. In cases where legal services or other advocates are involved, such cases are generally quickly resolved. The problem lies in eliminating this failure for households which do not seek legal aid.

The larger problem with expedited service time-frames is legislative in nature. Five calendar days (or, as recently interpreted by FNS in the March 28 *Federal Register*, five calendar days plus Sunday and Monday holidays) is simply too long to wait for families with no food. This is particularly true now that alternative sources of temporary food assistance for migrants are less able to meet demands on their resources.

For example, this year, the Minnesota Migrant Council (MMC) ran out of emergency food and shelter money on July 21. The migrant season lasts until September, with some crops providing jobs through November. In the period from October 1984 to September 1985, the MMC provided food vouchers and food shelf items equivalent to 119,880 meals to migrants in the state of Minnesota.

These meals are provided to people who are waiting to receive their food stamp allotment, or who have run out of food by the end of the month, or who, although needy, do not meet current food stamp eligibility requirements. If the food stamp program delivered benefits faster, more of the MMC money could be allocated to meeting needs of people who slip between the cracks of the food stamp program.

• **Improper anticipation of income.** Perhaps the most wide-spread and persistent complaint about migrant and seasonal farmworker problems with the food stamp program are problems with how and when to count income. Ever since *Gutierrez v. Butz*, caseworkers have struggled with the concept of anticipated income. Caseworker confusion has been exacerbated by the failure of FNS to provide firm guidance on what it means for income to be "income reasonably certain to be received."

Recently in Ohio, a county food stamp agency was arbitrarily assuming that migrants would all work a set number of hours at a particular wage. The caseworker made no attempt to ask the applicant households about the validity of this assumption, but merely contacted the employer and got a figure from the employer. The number has since turned out to be wildly optimistic. When asked, the caseworker admitted that neither she nor the applicants had any idea how much they would be paid.

A similar situation occurred in Minnesota this season. The Dodge County caseworker anticipated the asparagus picking income for all migrant worker households working for the Owatonna Canning Company, the state's largest employer of migrant labor, based on an arbitrary formula with no discussion with the households. Minnesota provides supplements if anticipated income turns out to be lower than projected. But a family must ask for the supplement, and make a special trip to get one. The caseworker told migrants to come back at the end of the month if the income didn't pan out. In effect, what the Dodge County worker did was to convert the county's migrant caseload to a retrospective budgeting system. And, in the meantime, families went hungry.

Supplements are intended to deal with sudden crises. The capacity to issue supplements does not justify wholesale disregard of the rules on anticipating income. Those rules were designed to err on the side of caution, on the assumption that for families with erratic income, it is only appropriate to base food stamp allotments on income which will actually be available to the household. To do otherwise means to require, even in states which provide supplements, that the family make a special trip to obtain their proper benefits. They may have to miss work to do this. In rural areas, such trips may exceed 40 miles without benefit of public transportation.

Caseworkers are frequently insufficiently trained, even in matters as basic as making sure that employers or other collateral contacts are aware of the proper test to be used in determining anticipated income. In North Dakota, for example, a state-wide grower verification form is used which asks the farmer to predict the total wages he expects to pay, assuming normal crop and weather conditions and assuring him that his estimate is obviously subject to change. What results is a prediction based on everything going right for the farmer. A proper contact with an employer would be phrased differently. It would ask for an statement of what was reasonably certain to be received by the family.

- **Office hours and transportation difficulties**. Many migrant workers are forced to choose between missing work and making required stops at the food stamp office. Very few counties make an effort to provide for alternative hours of service. Some Minnesota counties have sent caseworkers directly to migrant campsites to facilitate applications. This is an extremely effective way to provide services to isolated populations.

One side benefit of going to where the workers live is that in areas where there are histories of crewleader abuses, it is possible to provide migrant workers with a small measure of dignity and economic independence. For example, federal court cases in Florida and North Carolina have documented instances of debt peonage, a form of virtual slavery. In those cases, the crewleader controls transportation and/or does not permit workers to leave camp to apply for food stamps. Instead, the workers are forced to buy food and other items "on account" from the crewleader at inflated prices. By the time work begins, the workers are deep in debt. They may still be in debt when the season is over. To such families, food stamps may mean the difference between exploitation and the ability to bargain for more tolerable working conditions.

- **Discrimination**. Farmworkers are frequently members of racial or ethnic minorities. They frequently work in rural areas where they are obviously outsiders. When coupled with caseworker frustration over language difficulties or large numbers of people needing immediate help, it is all too common for slurs to be made. For some complaints, the best solution is to obtain more caseworkers. For others, aggressive civil rights enforcement by

USDA is required. I do not believe that USDA has to this point given sufficient importance to this area.

- **Household definition, especially as it affects destitute status.** As a result of the Supreme Court's ruling in *Lyng v. Castillo*, 54 L.W. 4864 (June 24, 1986), any changes in the household definition will have to be made by Congress. The household composition rule severely restricts eligibility for expedited service for migrant farmworker families. Migrant families tend to be larger than non-migrant families. I have clients who have been artificially grouped into households of 24 people from three families. Individuals in such extended families may not normally live together and may not be willing to share income and resources. Less than $5 apiece in cash will operate to bar such households from expedited service, even though income from a new job may be weeks away or even though no employment at all has been obtained. The severe and growing shortage of migrant labor housing aggravates this problem as more families are forced to double and triple up on housing.

At a minimum, the disqualification from expedited service for having $100 in cash ought to be increased based on household size.

- **Failure to refer migrants to other assistance programs, especially AFDC.** In past years, migrants were frequently not eligible for AFDC because migrants who travel with young children tend to be intact families with both husband and wife present. As more states have expanded AFDC coverage to unemployed parents, it is becoming more important to consider eligibility for other assistance programs. This is particularly true as the shortage of traditional migrant housing at the work site grows. As migrants are forced to look in town for living quarters, the availability of AFDC, or AFDC-Emergency Assistance is becoming more critical.

Too often, local food stamp offices fail to make referrals or to inform migrants about AFDC, much less to conduct the joint interview which the food stamp regulations require. In one case from a Minnesota county this summer, a family of 22 people, including 14 children was forced to sleep for almost two weeks in the streets and later in an empty grain bin because the local welfare office took their food stamp application, but refused to accept their application for AFDC-EA until they obtained suitable housing.

- **Incomprehensible forms.** Many migrants have very low levels of formal education. Many are barely literate in any language. Yet as they travel from state to state in the migrant stream, they are faced with a myriad of different forms for food stamps and other assistance programs. In some states, like North Dakota, application forms can be 40 pages long, and are only available in English.

A uniform national application form geared to migrants would increase participation. Such a form would be an alternative to existing state forms. Migrants would know what information was needed to apply and how to get expedited service. No one should be denied food assistance for which he or she is eligible, because they can't get past the "entrance exam."

If I can be of further assistance to you or your staff, please do not hesitate to contact me.

Sincerely yours,

James C. Strothmann
Attorney at Law

PREPARED STATEMENT OF SISTER JOELLEN SHANNON, SP, ASSISTANT DIRECTOR, EAST COAST MIGRANT HEAD START PROJECT

I. Migrant Children and The Head Start Program

The basic human services made available to youngsters under the various components of the Head Start program, for the most part, are not accessible to the children of migrant farmworkers. Often illiterate, and isolated from the North American mainstream by language and cultural barriers, migrant families are forced into marginal lifestyles cut off from political, economic, and social institutions. Such families frequently have no direct access to education, health care, nutritional information, or social services. Even facilities for emergency medical care may be entirely unavailable to migrant families, who are forced to endure virtually subhuman living conditions. In those cases where contact with an appropriate agency is established, services may be ruptured when the family inevitably moves on, following the crops and the work in the fields, groves or packing houses.

II. What is East Coast Migrant Head Start Project and its Mission?

East Coast Migrant Head Start Project (ECMHSP) initiated in 1974 is funded by the Migrant Programs Branch of the Administration for Children, Youth and Families, Department of Health and Human Services. Because of the lifestyles and migrancy of the families, ECMHSP is funded to provide continuity of Head Start services to the children of migrant farmworkers on the east coast of the United States in 65-70 center based programs covering eleven states from Florida to New York. The recipients are infants, toddlers and preschoolers, sometimes as young as two weeks of age; 4500-5000 children are presently served each year. ECMHSP is a multi-cultural program serving approximately 85% Spanish-speaking, 10% are Black or Haitian and 5% White. Children to qualify for services, must be five years or younger, fall within the poverty guidelines and have travelled or moved with their family within the past twelve months doing agricultural work. ECMHSP arranges for availability of Head Start services to young migrant children and their families primarily by contracting with existing agencies capable of providing the Head Start services (who then become ECMHSP delegate agencies) in areas most impacted by farmworkers and for the period of time when the most farmworkers work in the area. Thus, programs are operated in duration from 6 weeks to 9 months depending on the length of working season.

ECMHSP operates its own ten centers based program as training and technical assistance sites in Florida and offers consistent ongoing training and technical assistance through its program development component.

Because migrant families, as a unit are working long hours the need for full day services exist. As a result centers are generally open 10-12 hours a day. Meals provided by USDA through its regular program provides only breakfast, lunch and a snack; this is not adequate to meet the nutritional needs for children served 10-12 hours per day. Migrant housing is generally in agricultural labor camps and for the most part is very remote and isolated. As a result transportation is provided to and from the center for most all children. It is difficult to locate sites near where the children live; there are only two centers among 65-70 centers that are located directly on the camps. Thus migrant children are usually transported 40-60 miles per day often over unpaved country roads, in several different directions requiring additional vehicles.

ECMHSP, as well as most migrant Head Start grantees, serve infants and toddlers as well as preschoolers. This assures early intervention in possible health and developmental problems with this high risk age group, provides basic intervention in potential neglect cases and delivers services to a very needy group of young children. ECMHSP is committed to high quality Head Start services. All centers funded by ECMHSP deliver services supporting all six components of the Head Start Program: 1). Education -- a quality individualized child development program; 2). Health -- limited medical, dental, and mental, health services; 3). Nutrition -- two nutritionally balanced meals and one snack daily funded by U.S. Department of Agriculture; 4). Social Service -- enable parents to become aware of the local community services and resources available and facilitate their uses; 5). Parent Involvement -- an effort to involve the parents in the development of their own children, in decision making, volunteer efforts, as members of the Center Committee, as representatives to ECMHSP's Parent Policy Council; and 6). Handicap Effort -- a program mandated to recruit and serve children with handicapping conditions (10% of its funded enrollment).

To assure the quality of this service delivery system, ECMHSP maintains a staff of training and technical assistance professionals who provide consistent and personal guidance on-site to the program. In addition to the ongoing consistent training and technical assistance offered to the centers where the children are served, these centers are monitored for compliance with the Head Start Performance Standards annually.

The ECMHSP Corporation is a private non-profit agency whose members are the delegate agencies who receive grant funds in the current fiscal year. These delegate agencies nominate and elect the ECMHSP Board of Directors which has legal and fiscal responsibility for ECMHSP. The ECMHSP Parent Policy Council participates in the process of making decisions about the nature and operation of the program working in cooperation with the ECMHSP Board of Directors and ECMHSP's Executive Director. The parents of each delegate agency are repesented on the Council by an elected parent; the council also includes community representatives.

The National Migrant Head Start Director Association, of which ECMHSP's Executive Director is a member, represents Directors of all 24 Head Start programs funded by the Migrant Branch to serve migrant children and their families. Migrant children are served in Migrant Head Start sites in the following states: California, Oregon, Washington, Idaho, Arizona, New Mexico, Utah, Texas, Wiscnsin, Ohio, Illinois, Indiana, Michigan, Minnesota, Tennessee, Arkansa, Florida, Alabama, Georgia, south Carolina, North Carolina, Virgnia, Maryland, Delaware, New Jersey, Pennsylvania and New York.

III. Statistics and Trends

The Migrant Programs Branch presently funds 18,000 children annually in the before mentioned states. ECMHSP is presently in the final stages of a National Migrant Needs Assessment; the final report is to be ready in November, 1986. It is estimated that 217,480 migrant children ages 0-5 are eligible to receive services but only 8% or 18,000 children presently are served. In Florida ECMHSP is funded to serve only 12% of the 16,000 available during 1986 in the state, Waiting Lists are high; our center in Belle Glade serves 100 children yet 400 plus are on the Waiting List. Migrant children wait for a nation to care ... to assist them to achieve their potential - a potential that could mean options available reaching beyond farmwork.

A significant trend for ECMHSP in its services to migrant children and their families is the continuing high number of children diagnosed with handicapping conditions.

In comparison with regular Head Start, ECMHSP serves many children with health impairments. The statistics are revealing. Of 59,335 children served in regular Head Start the 1985 Report states that 61% were speech impaired and 12.1% were health impaired. However, ECMHSP statistics over the six year period 1980-1986 reveal a different scenario in relation to the status of health impairment. Of 21,623 children served 3,814 were diagnosed with handicapping conditions; 60% were health impaired. (See Exhibit 1.) In a study entitled Occupational Health of Migant and Seasonal Farmworkers in the United States prepared by the Farmworkers Justice Fund, 1986. The following comparison in relation to health conditions was presented in Chapter V. page 21 for children 1-4 years of age:

Condition	Migrant	Non-Migrant
Acute Upper Respiratory Infection	38%	17%
Acute Otitis Media	17%	13%
Intestinal Infection	7%	.16%
Conjuctivitis	4.3%	2.7%
Impetigo	4.3%	2%
Acute Tonsilitis	4.02%	.2%

Our experience affirms their findings. Our children are chronically ill suffering with severe health impairments. In a cursory look at the handicapping conditions presented during the 1985-86 fiscal year the following break out for ECMHSP is most revealing:

Nutrition deficiences	2.5%
Failure to Thrive	2.2%
Anemia	2.2%
Malnutrition	2.0%

Thus, 8.9% or 400 children were suffering from nutrition related impairments. Greater links between Migrant Head Start and W.I.C. (Women, Infants and Children) have lessened the rates of anemia ... but children who are not served through a Migrant Head Start program " fall through the cracks". A small cooperative project in Florida between Migrant Health and Migrant Head (ECMHSP and one of its delegate agencies, Redlands Christian Migrant Association) is attempting to work with the long waiting lists to provide meager health intervention. The cooperative venture only in its second year has yet to present its findings.

There are several critical issues that affect the health of our children. One is the general health of the pregnant mother who most often continues to work while pregnant up until the last minute.

The lack of pre-natal care is obvious as mothers seek health care often just before the birth. As documented in the study entitled Occupational Health of Migrant and Seasonal Farmworkers in the United States Chapter 17, there are four points that place the pregnant farmworker at a greater risk for health problems for her and her baby.

1. The lack of field sanitation leads to urinary tract infections which are linked to increased rates of premature birth and pre-natal deaths.

2. The misuse of pesticides may cause genetic damage, miscarriage, cancer, birth defects or adverse neurological or behavioral affects.

3. The mother is obviously more suceptible to falling.

4. The strenuous work being done by the mother can cause premature birth of her baby.

Another is that mothers and babies are negatively impacted by nutritional deficiences ranging from inadequate refrigeration, inadequate space to prepare foods, "watering down" of the formula due to ignorance or economic "pinches", poor water to too many "sweets" which can cause bottle month syndrome. Another critical issue affecting the health of our children and families is the constant mobility. Crowded living conditions, heat, poor ventilation families in cars "on the road" and consistant stress arising from no work or freezes or draughts can evolve into child abuse and/or neglect ... abuse of alcohol or drugs etc. If only we could remember - our families migrate to perform an honest days labor for an honest dollar picking the foods we daily enjoy - and then perhaps our desperate need for their services would result in geater attentiveness to their needs for economic recompense that would meet their seriously unmet needs. I think now of Vincente who arrived in North Carolina from Wauchula Florida very hungry and poor several weeks ago. Vincente has congenital anomalies and requires prosthesis as legs. His parents had come from South Carolina where they were subjected to the drought and no work. Very little work was available in North Carolina either. Luckily Vincente fell into the open arms of Shiloh Service Center, an ECMHSP delegate agency eager to serve Vincente in the migrant Head Start center and assist his parent to receive food and social services. What happens to those families who do not arrive at a Migrant Head Start center - and even we are limited in the services we can provide.

IV. The Value of Migrant Head Start

Migrant Head Start and specifically ECMHSP is valuable for migrant children and their families in many ways.

It offers a comprehensive Child Development Program individualized to meet the child's needs and caring enough to reach out to the whole family. It meets the nutritional needs of the children; it offers employment to some migrant parents; others are self actualized through involvement on center committees, policy committees and the Policy Council. Training and technical assistance given to parents and other para-professional staff to receive C.D.A (Child Development Associate) degrees and other appropriate training. Children are individually assessed and provided with a developmental program to meet their needs; health, dental, nutritional and psychological needs are assessed and plans to meet needs are activated. Cultural and mulit-lingual programming is developed. Children are readied for public school and assisted in the critical transition. Parents are provided with health and educational developmental records so that continuity of services is achieved. Outreach to the parents assures that a majority of their social services needs are met through linking with providers in the local communities. All in all the migrant Head Start center is a marvelous resource linking the migrant family into the larger community by providing them with social competency to meet their needs and the needs of their children.

Growers and farmers reap the benefits of Migrant Head Start in various ways. Families travel where Head Start services are available so the workforce becomes stabilized. Parents are able to work without worry for their children so it provides a fringe benefit to the Growers that most employers do not have. Migrant Head Start can offer employment and training for parents thus strengthening their self-image and skills for employment beyond the farmwork option. ECMHSP and other migrant Head Start grantees must involve these critical actors more in the provision of services. Growers do sit on the ECMHSP Board and work at various levels in other delegate agencies. Growers in Flroida are involved in seeking ways to provide some type of health insurance for migrant farmworkers so they are beginning to become involved at other levels; more can and must be done.

V. Cooperation with Other Resources

ECMHSP could not exist without the support it enjoys from the Migrant Branch, the Administration for Children, Youth and Families and the Head Start Bureau. ECMHSP has been visited by the Commissioner of ACYF, the Acting Head Start Bureau Chief officials from the Migrant Branch.

National Migrant Health has been most cooperative in providing services. We cooperate with them on may levels to assure the timely provision of health services to our children and families. Creative ventures have been instituted in Florida, North Carolina and the Delaware - Maryland - Virginia (Del., MD., VA.,) areas to better serve the children and families.

Migrant Education cooperates with ECMHSP in many areas of the east coast; on the eastern shore of Maryland, Migrant Education and ECMHSP mingle funds to provide services in a 6 week program to migrant children 0-16 years of age. In other areas records or space is shared while in other areas the coordination is near impossible due to the length of time ECMHSP serves vs. the length of time Migrant Education serves.

ECMHSP could not exist without the interest and commitment of states governments such as the New York Department of Agriculture and Markets or various church groups such as Ecumenical Ministries in Alabama the Benedictine Sistors of Erie, in Pennsylvania, St. James Christian Church and Shiloh Christian Church in North Carolina, Virginia Council of Churches in Richmond and various other non-profit agencies such as Redlands Christian Migrant Association in Florida, Rural Mission, Inc. in South Carolina, Henderson County Child Development Center and Northwest Child Development Council Inc. in North Carolina, Community Civic League of Federalsburg and Somerset County Public Schools in Maryland and Southwest Citizens Organized for Proverty Elimination Inc. in New Jersey. We are deeply indebted to our delegate agencies without which we could not provide such caring, cost effecient services (we receive less money per child than regular Head Start) to migrant children and their families.

VI. Recommendations

The following specific recommendations are presented with due respect to the House Select Committee on Hunger.

1. That U.S.D.A. be supplemented to enable the provision of either an additional meal or generous snack for migrant Head Start programs that operates more than ten hours per day to meet the needs of children and families.
2. That the total funding for Migrant Head Start be increased so that Migrant Head Start is able to at least meet the same percentage of needs as regular Head Start does. (National Migrant Head Start - 8%; National Head Start - 16%)
3. That the dollar per child for Migrant Head Start be increased to the level per child tht regular Head Start recieves. (ECMHSP 1.36 per child per hour; National Head Start 2.59 per child per hour.)

We urge you, Rep. Mickey Leland and committee members to do all in your power to support migrant farmworkers in their concern for the health, nutrition success and education of their children. Thank you for this marvelous opportunity and for all you all do to enable the American Dream to come true for migrant farmworkers and their families.

EXHIBIT I

East Coast Migrant Head Start Project

YEAR:	TOTAL # of Children Served	Total with Handicapping Conditions	Percent %	% of Health Impairment
1980-81	1,642	305	19%	52%
1981-82	2,315	379	16%	64%
1982-83	3,890	627	16%	59%
1983-84	4,486	861	19%	58%
1984-85	4,639	864	17%	61%
1985-86	4,651	778	16%	67%
6 year average:				
	21,623	3,814	17%	60%

PREPARED STATEMENT OF PATRICIA K. BARRY, DIRECTOR, OHIO DEPARTMENT OF HUMAN SERVICES

Dear Congressman Leland:

I am pleased to present this written testimony regarding our efforts to improve the accessibility of benefits to migrant farmworkers in Ohio. I am certain that the information presented will be helpful to your committee.

Problem Statement

Each summer and fall over 10,000 migrant farmworkers, their families, and dependents visit Ohio to work in the planting and harvesting of Ohio's argricultural crops. Often these families arrive without commitments of employment. Even those with jobs find that their incomes vary considerably from year to year, depending on the weather, crop conditions, fluctuating labor supply, and mechanization.

Most migrant families can be classified as being poor and are generally eligible to participate in a variety of public benefit programs. Most notably, these programs include the Food Stamp and Aid for Dependent Children (ADC) programs. Historically, however, large numbers of eligible migrant farmworkers and their families have failed to enroll in these programs. As a result, their families have been deprived of much needed benefits.

The low participation rate of migrant farmworkers in public benefit programs is, in part, the reflection of a failure to provide them with meaningful and culturally sensitive information on public benefit programs, and a failure to make the application process more accessible.

The migrant farmworker population is highly transient and includes many undocumented workers who may be fearful of contacts with government agencies. Furthermore, it is a population that has a relatively high rate of illiteracy and is one in which individuals are more likely to speak Spanish than English. Migrant farmworkers often have difficulty making visits to local human service departments and other agencies due to their extensive working hours and transportation problems. These obstacles are often compounded by a lack of access to telephones. Finally, migrant farmworkers tend to be reluctant to make use of public benefits even when they are eligible and experiencing serious personal needs. Effective efforts to improve the participation rate of migrant farmworkers in the food stamp and other programs must be desfgned with the characteristics of the migrant farmworker population in mind. Past information and educational efforts have failed to accomadate these needs.

Ohio's Commitment

During the term of Governor Richard F. Celeste, Ohio has taken several steps to improve the quality of life for migrant farmworkers. These include:

1) The passage of Substitute Senate Bill No. 244 which substantially improves the conditions of migrant labor camps, ensures the protection of the health and safety of migrant field workers storing, handling, or applying pesticides, and requires the appointment of a migrant agricultural ombudsman for the purpose of responding to complaints and questions from migrant farmworkers and their employers.

2) Upgraded the physical plant and improved the operation of the Migrant Reception Center, a facility for migrant farmworkers who have no employment or place to stay.

3) Established the Governor's Committee on Migrant Workers, one of whose objectives is to assume leadership in improving the social and economic welfare of migrant farmworkers in Ohio.

4) Encouraged greater efforts among state agencies to meet the needs of farmworkers for food and other necessities, when their incomes were not sufficient.

Involvement of the Ohio Department of Human Services

Under the direction of the Governor and with the knowledge of complaints about county agencies, the Ohio Department of Human Services (ODHS) attempted to improve the ability of farmworkers to secure those benefits to which they were entitled. Initial efforts were made to reduce language barriers. The department's district office in Northwest Ohio translated public information pamphlets and food stamp and ADC applications into Spanish. These were distributed to county agencies, advocacy groups, and service organizations in those counties with large migrant populations.

While this reduced some barriers, ODHS determined that not enough had been done. As a result, the department decided to contract with Advocates for Basic Legal Equality (ABLE), a publically supported law firm in Northwest Ohio which operates a state-wide migrant legal services program.

Under the contract ABLE is providing a number of services to ODHS, county agencies and our migrant applicants/recipients. These services are described more fully below.

A. Preparation of Community Education Materials

ABLE's Migrant Farmworker program is developing a series of bilingual educational materials on the food stamp and ADC programs. Materials developed initially will focus on the food stamp program. The materials will be designed to be used in ongoing ODHS efforts to educate migrant farmworkers about these programs. In designing the educational materials, ABLE is making certain that they are understandable to migrant farmworkers who may have relatively little formal education and may have had little experience in dealing with complicated bureaucracies and their complex procedures. Since many Ohio farmworkers speak Spanish as their primary language and have little fluency in English, the educational material is being presented in Spanish as well as English. In recent years an increasing number of Haitians have entered the migrant stream and reached Ohio each summer. ABLE is attempting to determine whether there is a need to develop materials in Creole. If the need for such materials is substantial, ABLE will recommend their future development to ODHS.

The educational materials are being designed to provide migrant farmworkers with information that will help them to participate in ODHS supported programs in a full and meaningful fashion. The content of the materials developed by the migrant farmworker program is focusing on: eligibility, criteria for participation in the food stamp and ADC programs; application procedures; expedited application procedures; due process rights available to migrant farmworkers under state and federal regulations governing the food stamp and ADC programs.

While materials emphasize information on the food stamp and ADC programs in Ohio, it is planned that the materials will be easily adaptable for use by programs in other states and that the materials will be easily modified to accommodate future changes in the food stamp program. Posters and brochures will be designed to permit the incorporation of addresses, phone numbers, and maps showing the location of county human services offices.

The educational materials developed by the migrant farmworker program are being presented in at least two mediums. These include pamphlets and brochures, posters and public service announcements for distribution to radio stations broadcasting in Spanish. The migrant farmworker program, additionally, in recognition of the limited literacy of many migrant farmworkers, may develop a comic book on food stamps. This is an approach that has been used by other migrant programs in the past and that has been proved effective.

Materials focusing on the food stamp program will be prepared during the winter of 1986 and will be ready for distribution to migrant farmworkers during the 1987 migrant season.

Production of materials dealing with the ADC program, as well as the tentatively planned comic book on government benefit programs, are to be completed during the winter of 1987 for initial distribution during the 1988 migrant season. The written materials will be widely distributed directly to migrant farmworkers through ABLE's migrant farmworker program and will be made available to agencies and organizations that serve migrant farmworkers. These agencies and organizations will include county human services departments, community action agencies, migrant health clinics, Farm Labor Organizing Committee (FLOC), the migrant ombudsman and church based social service agencies.

B. Workshops

The migrant farmworker program will sponsor two workshops focusing on participation of migrant farmworkers in the food stamp and ADC programs. The first of these workshops was held on May 8, 1986, and was sponsored jointly with ODHS. Over 90 county food stamp certification and ADC eligibility workers attended. The workshop was designed to sensitize agency staff to the needs of migrant farmworkers and to review those eligibility requirements that were specifically applicable to their situation. A number of specific problems received special attention including the rights of undocumented workers, provisions for expedited service, and anticipated income requirements. The second workshop is timed for the spring of 1987.

C. Educational and Informational Visits to Migrant Camps

During the 1986 and 1987 migrant seasons the migrant farmworker program will expand and build on ABLE's existing efforts and capabilities to promote increased awareness of the food stamp and ADC programs by eligible migrant farmworkers throughout Ohio. In visiting migrant camps and through other contacts with migrant farmworkers in ABLE's offices and at other agencies, the migrant farmworker program staff will identify individuals and families who are potentially eligible for, but currently not receiving, assistance under the food stamp or ADC program. The staff will also provide information to migrant farmworkers on eligibility requirements, application procedures and their rights under the regulations that govern both programs.

During the 1986 migrant season, the migrant farmworker program staff will visit 200 migrant camps throughout the state. In June and July of 1987, prior to the end of the contract, another 50 camps will be visited. Special emphasis will be placed on visiting camps located in counties in which migrant farmworkers have experienced documented and historical difficulties in obtaining access to the benefit programs.

The community education visits to migrant camps focus on specific problem areas commonly affecting migrant farmworkers. These include expedited service procedures and the rights and protections available to undocumented workers. Individuals and families are being provided with help in completing and submitting applications for assistance under the food stamp and ADC programs. The migrant farmworker program staff is, in some limited circumstances, acting as authorized representatives of individuals in the food stamp enrollment process by participating on their behalf in the interview and by picking the food stamps up for the farmworker. Finally, the staff is monitoring the outcome of individual applications for food stamp benefits and intervening on behalf of individuals and families where applications are refused, where eligibility is inappropriately denied, or where benefits are not forthcoming in the proper amounts.

The migrant farmworker program is providing ODHS with periodic reports on its experience in dealing with county human services departments throughout the state and will identify any ongoing problems tending to hinder migrant farmworker participation in the food stamp and ADC programs.

The migrant farmworker program is employing a variety of other community education techniques among migrant farmworkers during the 1986 and 1987 migrant seasons. Foremost among these is sponsorship of a weekly half hour Spanish language radio broadcast on WLCO-FM, Clyde, Ohio. This station has a wide broadcast area and has a large audience among migrant farmworkers. The weekly broadcasts provide a unique opportunity to disseminate information regarding the benefits available to migrant farmworkers under various benefit programs. Other stations in Northwest Ohio that broadcast partially in Spanish are located in Bowling Green and Adrian, Michigan. ABLE is securing the presentation of public service announcements on these stations.

D. Long-Range Community Education Plan

Prior to the end of the contract, the migrant farmworker program will coordinate the development of a long range community education plan for adoption and use by ODHS. The development of a coordinated and comprehensive community education program for ODHS supported benefit programs will go a long way toward ensuring that migrant farmworkers have effective or meaningful access to those programs. This approach additionally will be more cost effective and efficient than addressing community education on government benefits on a program by program basis. A coordinated and comprehensive approach to community education for ODHS will have the additional potential for expansion to programs operated or funded by other state agencies serving migrant farmworkers, including the Ohio Department of Health.

The proposed plan will be developed by migrant farmworker program staff for use within the food stamp and ADC programs that effect migrant farmworkers; appeal procedures; special provisions affecting migrant farmworkers; and the rights and protections available to undocumented workers. The plan will be developed in close consultation with other agencies and organizations representing and serving migrant farmworkers. A number of specific areas will be addressed by the plan. They include:

- identification of ongoing impediments or obstacles to the participation of potentially eligible migrant farmworkers in ODHS funded or administered programs;

- identification of the respective community education and information responsibilities of ODHS and county human services departments;

- identification of ODHS programs that affect migrant farmworkers and that, as a result, should be included in a comprehensive community education program;

- identification of specific community education approaches suited for use with the migrant farmworker population;

- identification of methods for making application procedures and the provision of benefits more accessible to the migrant population;

- recommendations regarding which agencies and organizations should most appropriately be given responsibility for community education activities.

E. Costs of the Project

The contract between ODHS and ABLE is for an 18 month period, January 1, 1986 to July 31, 1987. Staffing under the contract includes four full time equivalent positions. These include a full time migrant farmworker program attorney responsible for the overall supervision and completion of contract obligations, two paralegals responsible for conducting camp visits and assisting in the development of educational materials, and a full time secretary. The costs for the contract are broken down as follows:

A. Personnel

Salaries:

Attorney (1 FTE)	$ 29,052
Paralegals (2 FTE)	45,984
Secretary (1 FTE)	20,116
	$ 95,152
Fringe Benefits	18,897
Total Personnel	$114,049

B. Non-Personnel

Rent & Utilities	$ 6,750
Telephone	1,800
Supplies & Postage	1,620
Travel	4,960
Staff Training & Development	900
Equipment Leasing, Rental, & Maintenance	1,000
Malpractice Insurance	1,800
Subscriptions, Library Costs, etc.	900
Production & Printing Costs of Educational Materials	10,100
Production & Distribution of PSA's	1,000
Intra-Agency Conferences	2,000
Consultant Expenses	2,000
Total Non-Personnel	$ 34,830
TOTAL EXPENSES	$148, 779

Findings

Since we are just entering into the heaviest part of the 1986 migrant season, we are not able to make any definitive statements about the effect of the contract. However, there are some preliminary trends worth noting:

1) A better communication network has been established. Advocate groups are meeting regularly at the local level with county human services administrators to discuss the needs of their farmworker clients. In those instances when local conferences have not resolved the issues, they have been brought to the attention of the ODHS district office where definitive policy interpretations have been rendered.

2) Better communication and increased cooperation has resulted in fewer disputes. Thus far in 1986, there have been no requests for fair hearings on migrant issues. This compares with past years when there have been a substantial number of requests.

3) We have received observations from county agencies that the number of applications may be increasing. It should be noted, however, that this observation is based on the impressions of experienced staff rather than on empirical evidence.

I hope that the description of our efforts has been enlightening. Please feel free to contact my office if you have any further questions.